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ABSTRACT

In response to the ultimate goal of teaching Maryland students to recognize, relate, assimilate, and apply character and citizenship values, the Maryland Commission Report defines, examines, and recommends suggested objectives to improve and guide the values education program in Maryland. Chapter 1 discusses the role of the principal and offers specific recommendations dealing with the selection, inservice training, evaluation, support, incentives for, and involuntary termination of the services of principals. Chapter 2 considers the role of the teacher in citizenship and values education, including selection, preservice, and inservice. Chapter 3 examines the fostering of values by school counselors and how their effectiveness might be improved. Chapter 4 discusses other-agency cooperation, discipline, and disruptive behavior. Chapter 5 discusses methods that will encourage parental participation in the life of the school community. Chapter 6 presents the relationship between values education and curriculum. Eleven appendices and an executive summary are also included. (TRS)

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Report of the State of Maryland Values Education Commission

January 5, 1979 — January 31, 1983

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EXECUTIVE SUMMARY
THE MARYLAND GOVERNOR'S COMMISSION ON VALUES EDUCATION

I. INTRODUCTION

Why was a commission dealing with values in our schools necessary? There is a growing concern among Americans that a nation that sees itself composed of good, honest, hard-working, respectable people has somehow lost its moral compass and that our leaders have failed us. In studying the foundations of American values and beliefs, *The Connecticut Mutual Life Report on American Values in the '80s*,[1] discovered that honesty is the number one desirable trait in a leader, and on a scale of one to ten, Americans rated their leaders at five or below. Other recent statistics illustrate the point further. One third of all U.S. families are touched by crime in a given year, according to the Justice Department. Crime and delinquency cost us at least $125 billion a year. More than 23,000 Americans are killed each year by criminals. Every year more than 130,000 teachers are assaulted by their students. Police report an upsurge in hate-violence incidents - spray-painted swastikas and racially motivated beatings - primarily by young people. Teenage alcoholism has grown to epidemic proportions - about 15 percent of tenth to twelfth graders and 11 percent of seventh to ninth graders are classified as problem drinkers. According to a Gallup Poll on the public's attitude toward the public schools, "discipline" was defined as the greatest concern of all parents. The same poll revealed that 70 percent of Americans favor instruction in values and ethical behavior in our schools. Many of the social problems that threaten the existence of our society - corruption, rising rates of juvenile delinquency and crime, domestic instability and violence - make imperative the teaching of character and citizenship values.

Maryland began facing the problem in 1978. Legislation, co-sponsored by Delegate Eugene J. Zander and Senator Lawrence Levitan, was introduced into the Maryland General Assembly to form a Values Education Commission. On April 10, 1978 - the last day of the session - Joint Resolution 64 establishing the first Values Education Commission in America was passed.

In part, the Resolution states: "There are large numbers of parents and educators who feel deeply that today's society and particularly our schools must address this void in the educational orientation and development of our children."

On May 16, 1978, Acting Governor Blair Lee III signed the measure noting that the Commission was charged with assessing the status of values education in Maryland and recommending school programs that will reinforce "our traditional adherence and devotion to high standards of moral and ethical conduct." In January 1979, the Acting Governor appointed 24 members to the Commission who were broadly representative of the state in terms of region and personal and professional background. Richard Schifter, an attorney and former President of the State Board of Education, was named Chairman and Mary Ann Kirk, initiator of the enabling legislation, Vice Chairwoman.

II. LEGAL OPINION ON THE TEACHING OF VALUES

Values are controversial. The mere mention of the word in the context of schools draws the automatic response: "Whose values are you going to teach?"

This was not always so. "From the very start, our society has been deeply concerned with teaching ethics and values," says Terrel Bell, Secretary of Education. For generations, the McGuffy's Reader taught students how to behave as well as how to read. Then a combination of individual rights movements and a series of court decisions concerning the separation of church and state have resulted in weakening the teaching of character and citizenship values in public education.

One of the first acts of the Commission was to seek a legal opinion on whether or not values could be taught in our public schools without violating the Constitution. On July 19, 1979, Maryland State Attorney General Stephen Sachs issued an opinion stating that it was permissible to teach values without violating the U.S. Constitution or the laws of Maryland, provided that such teaching does not advance a particular religious belief or tradition or unduly impinge on the privacy rights of individuals.

Building on that foundation, the Commission went to work.

III. THE TEN CHARACTER AND EIGHT CITIZENSHIP VALUES

The work of the Commission was structured into six regions comprising the 24 school districts. Commission members visited schools within those regions and met in a series of public and private meetings with a broad cross section of people representing a wide range of racial, cultural, ethnic, political, educational, and economic points of view. The sessions were often controversial, but they produced a process in which the community defined itself. The Commission discovered that among the people of the State there are many differences, but that there are also many similarities. It concluded that it was possible to draft a list of ten character and eight citizenship values which the overwhelming majority of people can support and endorse.

CHARACTER OBJECTIVES

1. Personal integrity and honesty rooted in respect for the truth, intellectual curiosity, and love of learning.
2. A sense of duty to self, family, school, and community.
3. Self-esteem rooted in the recognition of one's potential.
4. Respect for the rights of all persons regardless of their race, religion, sex, age, physical condition, or mental state.
5. A recognition of the right of others to hold and express differing views, combined with the capacity to make discriminating judgments among competing opinions.
6. A sense of justice, rectitude, fair play and a commitment to them.
7. A disposition of understanding, sympathy, concern, and compassion for others.
8. A sense of discipline and pride in one's work; respect for the achievements of others.
9. Respect for one's property and the property of others, including public property.
10. Courage to express one's convictions.

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CITIZENSHIP OBJECTIVES

1. Patriotism: love, respect, and loyalty to the United States of America, the willingness to correct its imperfections by legal means.
2. An understanding of the rights and obligations of a citizen in a democratic society.
3. An understanding of other societies in the world which do not enjoy the rights and privileges of a democratic government.
4. Respect for the U.S. Constitution, the rule of law, and the right of every citizen to enjoy equality under the law. An understanding of the Bill of Rights and a recognition that all rights are limited by other rights and by obligations.
5. Respect for legitimate authority at the local, state, and federal level.
6. Allegiance to the concept of democratic government as opposed to totalitarian rule. A recognition that such government is limited by the separation of powers and by the countervailing role of other institutions in a pluralistic society—principally the family, religion, the school, and the private sector of the economy.
7. Recognition of the need for an independent court system to protect the rights of all citizens.
8. An acceptance of all citizenship responsibilities at the local, state, and national levels and a commitment to preserve and defend the United States and its democratic institutions.

IV. THE COMMISSION'S RECOMMENDATIONS

In February 1983, the Commission completed its work by making 51 recommendations. They are directed to the Governor, the Legislature, State and local school boards, superintendents, principals, teachers, guidance counselors, and parents.

The recommendations cover a wide spectrum of activities and range from lending moral support to spending money. Perhaps the two key recommendations are that local school boards adopt the ten character and eight citizenship objectives as their own—and begin action immediately with the existing resources rather than waiting for some idealized time when everything needed to complete all 51 recommendations is in place. They are further asked to create task forces to coordinate agency and community resources to meet the needs of the schools.

Asking school districts to spend more money and to shift existing resources is controversial. The Commission is asking for policy decisions as well as strong commitment on the part of all educators and teachers organizations. Recognizing these realities, the Commission makes a number of recommendations to various groups.

A. *The Governor and State Legislature.* Most of the recommendations require action at the local level rather than relying on directives from the State. The Governor and Legislature are asked to support the expansion of the Professional Development Academy for principals and to take action in creating a statewide interagency coordinating council to encourage cooperation and draw on the various resources of government, other institutions, and the community-at-large.

B. *The State and Local Boards of Education.* Most of the recommendations require action by State or local school boards. The recommendations include raising the expectations, qualifications, and salaries of principals, teachers, and guidance counselors. This may involve the dismissal and replacement of some personnel and the renegotiation of contracts. School boards are being asked to provide additional training for teachers and principals in areas such as motivation, discipline, and the focus on values in the curriculum. School discipline is a major concern. The Commission recommends that a new type of alternative facility be provided for chronically disruptive students. They also recommend that students be moved from crowded schools to vacant ones or those earmarked for closing in order to provide for more individualized attention.

The boards are also being asked to create codes of rights and responsibilities for administrators, teachers, students, and parents. It is also recommended that school systems make better use of the talent, skills, and financial resources of the larger community by establishing citizen advisory boards and interagency councils.

C. *The School Administrators.* The Commission found a direct relationship between the character and leadership ability of the principal and the degree to which character and citizenship values were reflected in the school. In essence it concluded: Strong leadership equals strong schools.

The Commission recommends that principals be held to a higher standard and that they obtain additional training in specific areas. The net result is that some principals could be dismissed and others shifted to non-leadership roles. As stated earlier, higher standards and increased responsibility should be rewarded with higher pay and larger support staffs. State and local superintendents of schools will take on major responsibilities for implementing Commission recommendations after State and local boards of education have acted upon them and determined the best course of action.

D. *The Teachers.* The Commission recommends that greater responsibilities be placed on teachers including teaching values in all courses from kindergarten through twelfth grade; assuming more responsibility as role models including additional out-of-class responsibilities; completing additional training courses; and taking an active leadership role in protecting school property and maintaining discipline. The Commission also recommends pay increases and increasing the protection of teachers from physical and legal threats and damages. School authorities should give full support to achieve these goals.

E. *The Guidance Counselors.* The Commission is also recommending additional duties for guidance counselors. They will play a role in implementing the character and citizenship objectives. More guidance counselors should be provided for elementary schools and the professional staff should provide early identification of students with special needs. The Commission also recommends a careful analysis of the duties of counselors and, if necessary provision of more clerical support to free them for more direct dealings with students. Guidance counselors would also take on the added responsibilities for teaching in-service courses to teachers.

F. *The Parents.* Since character and citizenship values are formed largely in the home, parents have a greater responsibility in those areas than do the schools. A unique recommendation of the Commission is the drafting of a code of parental responsibilities and rights. Parents must do more than send their children to school and find fault. Parents have the duty to supply the school system with their interpretations of character and citizenship values through public and private meetings with school personnel and to uphold the school policies that result. They should be involved further by serving on boards, panels, committees, and commissions dealing with schools.

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V. CURRICULUM IMPLICATIONS

Teaching does not take place in a value-free vacuum. All teachers are inescapably involved in the teaching of values. The question is not whether schools should assume the responsibility, but how they can do it most effectively.

The Commission conducted surveys in each of the 24 Maryland school districts in 1980 and 1982 and concluded that little was being done in an organized way to teach values. Most of them said, however, that they were teaching character and citizenship values indirectly throughout the curriculum.

Every school district in Maryland has adopted the Commission's character and citizenship goals, and it is clear that most feel they are now adequately addressing the need through this indirect approach. The Commission disagrees.

The Commission finds itself in agreement with the report of the Hastings Center[2] which observes that the casual, ad hoc approach is not subject to rigorous standards. By contrast, an open and organized effort "uncovers hidden assumptions, unchallenged and unexamined values and treats the realm of morality with all the rigor and discipline of other areas of human study . . . ."

The Commission made the following recommendations:

1. First and foremost, schools must have strong programs in history, government, literature, and the arts.
2. Textbooks and library materials must be carefully evaluated to ensure that the opportunity exists for students to harvest the richness of the humanities.
3. Extra-curricular activities must be given careful attention and used to help students understand concepts such as teamwork and interdependency and to develop self-esteem.
4. The world's great religions should be examined in a secular manner to provide students with understanding and respect for the beliefs and traditions of others.
5. Students should become familiar with the moral choices involved in social issues such as poverty, hunger, ecology, and nuclear war.
6. Human services projects that expose students to the needs and concerns of the elderly, the poor, the handicapped, and the sick should be developed.
7. Parents must be informed of the school's goals, and efforts should be made to involve parents as active partners in this undertaking.

The Commission recommends that each school develop its own program based upon the following general guidelines:

1. The program should involve the entire school community and the appropriate community resource agencies.
2. The program should begin in kindergarten and continue through twelfth grade. Values education should be incorporated into every subject whenever possible.
3. The program should be well known to the entire school community and continuing efforts must be made to maintain reasonable standards of achievement.
4. The program must be organized, comprehensive, and sequential in nature, building upon earlier efforts and appropriate to each age level.
5. The program must recognize that moral education must have an individual as well as a social dimension.
6. The program must recognize the need and opportunity for teacher training.

The Maryland Commission concludes that the majority of our citizens favor a more active character and citizenship education effort. We recognize that this is a controversial area, but we believe it is important. What to teach and how to teach it should be addressed at all levels of the school system, particularly the local school.

The Commission recommends that each school district take a stand and adopt clear statements on the values to be taught and the way that they will be implemented in the curriculum as well as other activities inside and outside of the formal school setting. They further recommend examination of the role of the principals, teachers, counselors, parents, and community groups in furthering these goals. School districts should provide the leadership in establishing an organized, comprehensive, and sequential system that will enhance the potential of all involved to better achieve the goals which are so central to the survival of our free democratic society.

The Commission requests the State Department of Education to assist those local school districts which wish to implement values education. They recommend the establishment of a resource center for character and citizenship education programs as well as the provision for technical assistance. Finally, they recommend that the Governor use his good office to see that the Commission's list of character and citizenship values are displayed in every classroom in the State.

VI. CONCLUSION

During the four years of our deliberations, the Commission members have been constantly reminded, or in some cases, have learned an important and vital lesson. In spite of divergent ethnic and religious backgrounds, differing work experience, and varying political interests, we have, through open and informed discussion, been able to reach strong and clear agreement on a difficult subject of grave concern for all citizens of this country. It is a process which we believe exemplifies the genious and glory of a free democratic system. But this fragile jewel of human civilization must be carefully nurtured by a concerned citizenry that understands and is committed to its maintenance and its basic values.

The ultimate goal is to teach our students to recognize, relate, assimilate, and apply these character and citizenship values in their lives. This would produce better citizens and in turn a better society.

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[1] The Connecticut Mutual Life Report on American Values in the '80s: The Impact of Belief, Conducted by Research and Forecasts, Inc., 1981. Commissioned by Connecticut Mutual Life Insurance Company.

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[2] **The Teaching of Ethics in Higher Education,** The Hastings Center, 1980, page 8.

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MARYLAND COMMISSION ON VALUES EDUCATION
RECOMMENDATIONS

CHAPTER 1. THE ROLE OF THE PRINCIPAL

1. The State Board of Education and each of the State's local boards of education should formally review this Commission's formulation of character value goals, together with the Attorney General's opinion of July 19, 1979, and should consider adopting a statement on goals for character and citizenship education.
2. After adopting a statement on character and citizenship goals, each local board should call upon the local superintendent of schools to formulate a plan of action designed to improve the effectiveness of the schools in reaching those goals. In formulating such a plan, the superintendent should consider the recommendations of this Commission as well as such other suggestions as may be valid and appropriate and should arrange for consultation on this plan of action with parents, school staff, community service groups, and other representatives of the general public.
3. Having adopted a statement of character and citizenship goals and having received the superintendent's recommendations, local boards of education should review the superintendent's recommendations for action, should implement those recommendations which meet board approval, and should distribute copies of the statement of principles to each school principal under their jurisdiction.
4. Each school system which has not yet done so should prepare a description of the expected qualifications and tasks of a principal. Each school system which has heretofore adopted such a description should review the text to determine whether character value goals are adequately covered and, if they are not, should amend the text accordingly. Among the relevant desired qualities are the following:
   (a) The principal should demonstrate moral courage and strength and should be able to establish and maintain appropriate standards of behavior.
   (b) The principal should be a responsible individual who indicates a concern for *all* people.
   (c) The principal should be fair in dealings with all teachers, pupils, and parents.
   (d) The principal should display a sense of professional commitment by being willing to "go the extra mile," and should be sensitive to staff and pupil needs.
   (e) The principal should be approachable, friendly, and "open."
5. Guidelines for screening committees which recommend candidates for principalships should direct due attention to the local school board's expectations with regard to a principal's ability to help a school achieve the local school board's character and citizenship goals.

   As a candidate's written resume would not reveal much about that person's competence in this field, the questions asked in the interview with the screening committee should be designed to elicit comments which would shed light on the aspiring principal's ability to help a school achieve the character value goals.
6. Screening committees that recommend principals should consist of persons from varying backgrounds, including parents and persons now serving or who have previously served as principals. In providing for a screening process, local boards of education should adopt policies and procedures appropriate to the local school district, mindful of as well as guided by the opinion of the local community.
7. The State Board of Education should call upon the State Superintendent of Schools to prepare a program for the enlargement of the Maryland Professional Development Academy so as to include units dealing with the subject of the principal's role in character and citizenship education. As so enlarged, the total effort of the Maryland Professional Development Academy should be further expanded by involving a greater number of principals for a longer time period each summer. The Academy should play a major role in improving the performance of principals and enhancing their status as educational leaders in the State. All principals should be expected to participate in this effort. Because of its critical importance to the school system, the program should be called to the express attention of the Governor and the General Assembly and should receive their full support.
8. Local boards of education should review the administrative staffing pattern of the schools and should provide principals with sufficient clerical and other assistance so as to free time for the critical leadership tasks which a principal is expected to perform.
9. Principals should serve an initial probationary period. Thereafter, principals should undergo periodic, thorough re-evaluations and should remain in their positions only if their records demonstrate their continued competence to hold a position of such importance.
10. The position of principal should be significantly enhanced, both in terms of status and compensation. Generally speaking, we believe that the position of principal ought to be viewed as a position of line responsibility, requiring greater talents and, therefore, deserving of higher rank and compensation than most of the persons holding administrative positions in the central office of the local school system.
11. The State Board of Education should call upon the State Superintendent to develop, in cooperation with local school superintendents and institutions of higher education, a program to assist principals in broadening their experience and knowledge, through special seminars and such other methods as may be found appropriate.
12. Local boards of education should instruct superintendents to develop a program to upgrade the positions of vice and assistant principals and to improve inservice training for persons holding those positions.

CHAPTER 2. THE ROLE OF THE TEACHER

13. The standard of the National Association of State Directors of Teacher Education and Certification relating to character and citizenship education should be more clearly defined so as to indicate, as it is applied in teacher training institutions in Maryland, what specific behaviors are desired and how these teacher skills are to be acquired. Accrediting agencies should be contacted by the Maryland State Board of Education to explore ways in which citizenship and values educa-

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tion might be specifically incorporated in the standards thus assuring that all teacher preparation institutions give specific attention to the acquisition of the necessary skills by their student teachers. (See Appendix G for the statement of the NASDTEC Standard.)

14. The Maryland State Board of Education should approach teacher training institutions to investigate thoroughly the gap between theory and practice, i.e., how do the theories and research about value beliefs affecting student learning translate into skills pre-service teachers need to master. These institutions should also examine their own priorities to determine how seriously character and citizenship education skills are included in their teacher preparation programs and where in pre-service programs characteristics expected of teachers (e.g., competence, dedication, role modeling, and voluntary efforts) are equally to be expected of college instructors.
15. More emphasis in teacher education programs needs to be placed on having student teachers learn how to recognize, relate, and assimilate principles and concepts of character and citizenship education so that they are brought into focus in the entire curriculum. Such educational goals transcend specific aspects of individual curricula.
16. The Maryland State Board of Education should take steps to insure that student teachers have specific guidance in course selection to enable them to handle the variety of problems in discipline likely to be encountered in their teaching careers.
17. Local boards of education should institute policy which would be required to implement the previously adopted Statement of Purpose on Values Education.
18. Principals, teachers, parents, and pupils along with curriculum and staff development personnel should be involved in planning a comprehensive character and citizenship education inservice program.
19. Inservice programs should recognize that values are "taught" both consciously and unconsciously and should, therefore, be planned to reflect the character and citizenship goals enunciated in this report.
20. Inservice programs that are flexible and responsive to the needs of teachers should be planned, rather than have all teachers participate in the same inservice activities.
21. The inservice programs should generally be conducted at the local school level.
22. Though the local school might well be the major focus for inservice for values education for teachers, there are roles for other agencies and levels of education which make interagency coordination a necessity.
23. Youngsters who have serious, chronic problems of social maladjustment should be placed in an alternative school setting and offered a program and supervision which will be specially designed to assist them in the process of socialization. (Note should be taken of our Recommendations in Chapter 4 concerning action to be taken on students who have violated the law.)
24. Arrangements should be made in all schools for youngsters who are disruptive and only temporarily out of control to be separated promptly from the rest of the student body and placed under supervision until they regain their composure.
25. It must be made clear to teachers that it is their responsibility to take all appropriate steps to discourage the outbreak of disruptive behavior and to end it once it has broken out. We recognize fully that teachers cannot be expected to risk physical injury in quelling disorder. On the other hand, they must not ignore disorder whether it occurs in the classroom or in any other part of the school setting. Their responsibility, as indicated, is to take all *appropriate* steps, which might in some cases mean personal intervention and in others might mean that unruly behavior must promptly be reported to the principal.
26. Beyond that, it should be made clear to teachers that if they become aware of violations of the law or of school regulations, such violations must also be reported to the principal. Consideration should be given to the possibility of such reports being treated as confidential, if that is necessary to protect teachers against physical attack.
27. Major responsibility for good order in a school building rests ultimately with the building principal. It should be the responsibility of principals to counsel teachers on how they can most effectively act to prevent or end disruptive behavior. Teachers should not be penalized in their evaluations for their efforts to end disruptive behavior, either by intervening personally or by reporting it, as long as they act reasonably.
28. Teachers should be provided with effective inservice training on how to deal with disruptive behavior including information as to all relevant laws and regulations. In the course of such inservice training it should be explained to them that they may be sued for their actions. This is one of the professional hazards they must face. At the same time, local boards of education should make certain that such teachers do receive adequate legal protection for their reasonable acts.
29. The State Board of Education should clearly articulate and widely disseminate policy on the rights of teachers and their access to due process in cases involving threats and/or injuries caused by students.
30. Those local boards of education with vague, relatively lenient, unpublished, and/or inconsistently applied sanctions against such illegal acts as the use, possession and/or distribution of controlled substances should review and revise their policies for handling such infractions.
31. Local boards of education should seriously consider all feasible means of reducing large school populations, including possible consideration of the continued or alternative use of school buildings scheduled to be closed because of declining pupil populations. For example, where an unusually large high school population exists, consideration should be given to the possibility of sending part of the student population to a neighboring junior high school scheduled to be closed. Where school populations are larger boards of education should consider the staffing ratio of pupils to teachers and the possibility of providing additional staff to handle difficult discipline problems more adequately.
32. We recommend that the teacher organizations make a conscious and conscientious effort in the negotiations of their contractual requests with boards of education to express positions which will truly facilitate the achievement of the goals of citizenship and character education.
33. We recommend that teachers who do not have conflicting commitments volunteer their efforts in carrying out school programs of an extracurricular nature which could be

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perceived as being beyond the "call of duty." The demonstration of concern for pupil growth in such areas as after-school tutoring, counseling, coaching, club advising, provides a role model of desirable citizenship traits for students to emulate. However, in encouraging such additional performance of teachers, administrators should pay appropriate attention to the provision of satisfactory working conditions in school buildings, including heat and personal security.

34. We wish to stress that there should be extra pay for extra work.

35. There should be no provision in the negotiated agreements which infringe on the principal's right and need to direct the activities of a teacher during the normal working hours, particularly activities designed to maintain good order in the school day.

36. We recommend that local school boards and educational leaders should be alert to opportunities in the negotiation process with their teachers to enunciate policies calculated to encourage joint action toward student growth in basic character and citizenship values.

CHAPTER 3. PUPIL SERVICES GUIDANCE PROGRAMS

37. Guidance counselors shall actively promote the ten (10) character objectives and eight (8) citizenship objectives adopted by the Values Education Commission. Counselors with appropriate training shall conduct inservice courses or workshops for classroom teachers and other staff members to insure that all staff members have the skills to do likewise.

38. Every local education agency shall formulate a K-12 program for the early identification, counseling, and where appropriate, the referral of such students to outside agencies.

39. A task analysis or evaluation of a counselor's job should be performed by the Maryland State Department of Education to determine which counseling services demand the expertise of professional, trained counselors and which services can be performed by clerical staff; outside community agencies; by volunteer aides; and in some instances, by classroom teachers.

40. Every local education agency and the State Board of Education should explore all feasible means for strengthening and increasing the guidance programs offered to elementary school students.

41. Local school boards should examine various funding procedures for distribution of pupil services resources. Sufficient funds should be allocated to insure implementation of any Commission recommendations that may be adopted.

CHAPTER 4. OTHER-AGENCY COOPERATION AND DISCIPLINE AND DISRUPTIVE BEHAVIOR

42. We recommend that the State government establish an interagency council to coordinate all appropriate recommendations of this report between public and private community agencies and the schools.

43. The State Superintendent and the superintendent and board of education in each of the 24 school districts is requested to appoint a task force of staff members, representatives of pertinent agencies, and interested citizens in the community to examine the adequacy of cooperation between the school system and other public/private agencies that could make a contribution to the teaching of character and citizenship values. This task force would also examine discipline and disruptive behavior in the schools to make recommendations that might be helpful to the school district to:

(a) Quantify the magnitude of these problems.

(b) Chart long-range plans where indicated for activating parents, students, and community agencies to work for more acceptable levels of human conduct in the community and eliminate physical abuse, vandalism, and other symptoms of disruptive behavior in the community.

(c) Obtain staff and other resources needed for the schools to overcome these debilitating problems, where they exist.

CHAPTER 5. PARENTS' ROLE

44. School systems should develop a Parents' Responsibilities and Rights document similar to that for students. This would help to clarify the expectations of both the home and the school. Some systems have devised a handbook of policies and a calendar of events—all systems should consider a comparable publication.

45. We recommend that a board of advisors be appointed for each public school in the State. The board should be from three to five in number, selected by the principal from citizens in the school community, serve staggered terms, and serve as an advocacy group for that particular school in matters dealing with the local board of education or parental concerns in that school community.

CHAPTER 6. CURRICULUM IMPLICATIONS

46. (a) First and foremost, schools must have strong programs in history and government, literature, and the arts.

> "The humanities are to be studied because they show what human intelligence and will have done, how they have achieved what they have—and how they have failed, and why the questions and methods involved bear on human life and aspiration. Great tradition in the humanities from Socrates to the present stress the superiority of respect for evidence and reasoned discourse over idiosyncrasy, mere opinions, or prejudice as means of seeking the truth."
> *(Edwin Delattre)*

(b) Careful evaluation and selection of textbooks and library material should take place to insure that the opportunity exists for students to harvest the richness of the humanities.

(c) Schools should pay careful attention to extracurricular programs, including athletics, as these opportunities help students to understand team work and interdependency and to develop self-esteem.

(d) Students should learn about the world's major religions. Understanding and respect for beliefs and traditions which are central to others is an essential ingredient for healthy human relations.

(e) Exposure to the vital moral choices before our society should be a focus of every school. These social and moral issues, such as poverty; the problem of how we

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live together in a multi-ethnic, multi-racial/multi-religious society; ecology, civic responsibility; and war and peace are examples of crucial human problems which students must deal with and begin to understand.

(f) The development of local services and/or human service projects that provide students with a personal exposure to the needs and concerns of the elderly, the handicapped, the ill, the poor can provide unique opportunity for students to grow and develop into caring and mature persons. In addition, the numerous cultural resources of the community such as museums, symphonies, etc., can add enrichment to student life and should be utilized by the schools to the fullest extent possible.

(g) Effort to involve and to communicate with parents is an absolute necessity. They must know what the school's goals are and how they plan to achieve them. Parents can provide a unique kind of support and assistance to schools in the common task they share of nurturing the development of their children.

47. We call upon each of Maryland's school districts to develop its own program that will more effectively transmit to each generation the character and citizenship objectives that are so vitally needed if we are to successfully face the challenges and needs of a free democratic society.

48. (a) The Maryland Values Commission requests that each local education agency distribute copies of this report to appropriate officials, including board members, parent-teacher association presidents, and interested community groups, and schedule several meetings designed to discuss and evaluate the recommendations contained herein.

(b) Each local education agency should establish a broad based commission, including parents and community groups, designed to evaluate existing curriculum and instruction, to examine the experience of other schools or school systems more thoroughly involved in character and citizenship education; and to aid in curriculum design or revision that will result in an organized, comprehensive, and structured values education program.

(c) Once a plan is adopted, adequate inservice training programs for teachers must be developed. Such a program should be based upon the following principles:

1. Teachers must be well aware of the 18 character and citizenship traits and should feel secure enough about their importance to be willing to deal with their practical application in an explicit way.
2. Application of the character and citizenship traits should be drawn from real or realistic experiences if they are to become part of the behavior patterns of students.
3. The teacher is a role model who must respect the rights of individuals and who must establish an honest, accepting, and non-threatening atmosphere in the classroom.

(d) Implementation must be monitored by the school's administration and staff involved must be held accountable for meeting expected levels of performance.

(e) The overall effort should be periodically evaluated by local education agencies based upon established goals.

49. The State Department of Education should establish a resource center for values education and assign one or more persons the prime task of providing guidance to local education agencies (LEAs) which want and request aid in carrying out the recommendations of the Maryland Values Commission. Similarly, each LEA should develop a specialist who will be able to aid individual schools within the district.

50. Development and implementation of a program by LEAs need not and should not be delayed pending the receipt of additional resources. Most of the recommendations of this Commission are presently being dealt with in some manner. Changes in emphasis and minor shifting of resources that may be necessary should receive priority consideration.

51. We recommend that copies of the Maryland Values Education Commission's list of character and citizenship values be distributed and appropriately displayed in every classroom in the State. We recommend that this recommendation be implemented by the Governor.

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* *Incomplete term*

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MARYLAND VALUES EDUCATION COMMISSION REPORT

LEGEND:

ACTION (ACT) — Adoption, by official action, of a policy or regulation by the governing body
COOPERATION (COOP) — Endorsement and encouragement to teachers
IMPLEMENT (IMP) — Setting into motion procedures to carry out policy, regulations, and recommendations
MONITOR (MON)
RECOMMENDATION (REC) — Development of proposals for Board of Education action
SUPPORT (SUP) — Providing resources necessary for implementation

	RECOMMENDATIONS	GOVERNOR	LEGISLATURE	STATE BOE	LOCAL BOE	STATE SUPT. OF SCHOOLS	LOCAL SUPT. OF SCHOOLS	TEACHER ORGANIZATIONS
PRINCIPALS								
1-1	Adopt character value goals			ACT	ACT	REC	REC	
1-2	Implement goals				MON			IMP
1-3	Provide support and resources to implement goals				ACT		REC	
1-4	Prepare and adopt qualifications of Principal, emphasize goals implemented				ACT		REC	
1-5	Screen Principalship candidates readily in values leadership						IMP	
1-6	Adopt Principal selection policies and procedures, emphasize values leadership				ACT		REC & IMP	
1-7	Expand Professional Development Academy	SUP	SUP	ACT		REC & IMP		
1-8	Provide adequate support staff for Principals				ACT		REC	
1-9	Evaluate Principals performance and assignment						IMP	
1-10	Upgrade qualifications, expectations, and compensation of Principalship			SUP	ACT	SUP	REC & IMP	
1-11	More emphasis on Principal's training			SUP		IMP		
1-12	Upgrade qualifications and performance of Assistant Principals				SUP		IMP	
TEACHERS								
2-13	Incorporate citizenship and values education in Teacher Certification			ACT		REC		COOP
2-14	Determine adequacy teacher training reteaching values			ACT		IMP		COOP
2-15	Train teachers to integrate values education into curriculum					IMP		COOP
2-16	Train teachers to maintain discipline			ACT		REC & IMP		COOP
2-17	Implement Statement of Purpose on values education				ACT		IMP	COOP
2-18	Plan comprehensive values education inservice						IMP	
2-19	Recognize that all teachers teach values in in-service plan						IMP	COOP
2-20	Individualize inservice to teacher needs						IMP	COOP
2-21	Provide inservice at local school level						IMP	
2-22	Coordinate inservice with other agencies					IMP	IMP	
2-23	Inform teachers of due process rights						IMP	COOP
2-24	Adopt effective disciplinary procedures for serious offenses				ACT		REC & IMP	
2-25	Reduce large school populations				ACT		REC & IMP	
2-26	Negotiate contracts that facilitate values education				ACT		REC & IMP	COOP
2-27	Teach values through extracurricula activities						IMP	

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Maryland Values Education Commission Report (cont.)

	RECOMMENDATIONS	GOVERNOR	LEGISLATURE	STATE BOE	LOCAL BOE	STATE SUPT. OF SCHOOLS	LOCAL SUPT. OF SCHOOLS	TEACHER ORGANIZATIONS
Teachers (cont.)								
2-28	Extra pay for extra work				ACT		REC & IMP	
2-29	Don't limit Principals' authority in working with teachers				ACT		REC & IMP	COOP
2-30	Enunciate policy that advances values education				ACT		REC & IMP	COOP
2-31	Provide alternative schools for students who need it				ACT		REC & IMP	
2-32	Use in-school suspension as appropriate						IMP	
2-33	Don't condone disruptive behavior on school campus						IMP	
2-34	Report serious pupil violations to Principal						IMP	
2-35	Principals train teachers to handle disruptive behavior						IMP	
2-36	Provide legal protection for teachers who intervene						IMP	
COUNSELORS								
3-37	Implement character and citizenship objectives						IMP	
3-38	Early identification: counseling, referral						IMP	
3-39	Do task analysis and job description of Counselor's job					IMP		
3-40	Strengthen elementary school guidance					IMP	IMP	
3-41	Provide adequate funds for pupil services						REC & IMP	
3-42	Establish State Inter-Agency Coordinating Council	ACT	ACT					
3-43	Appoint Task Force to examine discipline and disruptive behavior				ACT		REC & IMP	
3-43	Stimulate interest in Coordinating Council and Task Force Reports				ACT		REC & IMP	
PARENTS								
3-44	Produce parents' responsibilities and rights publication						IMP	
3-45	Establish local school advisory boards				ACT		REC & IMP	
TEACH VALUES								
3-46	Values education permeates all aspects of school			ACT	ACT	REC & IMP	REC & IMP	
3-47	Values education develops out of broad, informed community support			ACT	ACT	REC & IMP	REC & IMP	
3-48	Foster wide interest in Values Commission Report			ACT	ACT	REC & IMP	REC & IMP	
3-49	State Department of Education assistance to locals					IMP	IMP	
3-50	Begin implementation with resources currently available					IMP	IMP	
3-51	Display character and citizenship goals in every classroom in State	ACT		ACT	ACT	IMP	IMP	COOP

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INTRODUCTION

At its 1978 Session, the Maryland General Assembly adopted Senate Joint Resolution No. 64, which recommended the appointment of a Values Education Commission (Appendix A). Acting Governor Blair Lee created the Commission in January 1979 and appointed its initial complement of 24 members. The Commission began functioning in February 1979.

Quite early in the deliberations of the Commission, the question arose as to the legal limits in which a school program stressing values might operate. To resolve that legal question, the Chairman of the Commission requested a legal opinion from the State Attorney General (Appendix B). Such an opinion, concluding the schools are free to take an affirmative position on values, was rendered on July 19, 1979 (Appendix C).

Once the legally permissable scope of a values education program had been established, the Commission proceeded with the task of defining its own mission more clearly than had been possible in the General Assembly Resolution. In doing so, the Commission sought to define the character and citizenship goals which, in the Commission's opinion, the great majority of the citizens of Maryland wanted to see fostered in the public school system. On July 30, 1979, the Commission adopted a Statement (Appendix D) which set forth the following character and citizenship goals:

Character Objectives

1. Personal integrity and honesty rooted in respect for the truth, intellectual curiosity, and love of learning.
2. A sense of duty to self, family, school, and community.
3. Self-esteem rooted in the recognition of one's potential.
4. Respect for the rights of all persons regardless of their race, religion, sex, age, physical condition, or mental state.
5. A recognition of the right of others to hold and express differing views, combined with the capacity to make discriminating judgments among competing opinions.
6. A sense of justice, rectitude, fair play or a commitment to them.
7. A disposition of understanding, sympathy, concern, and compassion for others.
8. A sense of discipline and pride in one's work; respect for the achievements of others.
9. Respect for one's property and the property of others, including public property.
10. Courage to express one's convictions.

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Citizenship Objectives

1. Patriotism: love, respect, and loyalty to the United States of America, the willingness to correct its imperfections by legal means.

2. An understanding of the rights and obligations of a citizen in a democratic society.

3. An understanding of other societies in the world which do not enjoy the rights and privileges of a democratic government.

4. Respect for the U. S. Constitution, the rule of law, and the right of every citizen to enjoy equality under the law. An understanding of the Bill of Rights and a recognition that all rights are limited by other rights and by obligations.

5. Respect for legitimate authority at the local, state, and federal level.

6. Allegiance to the concept of democratic government as opposed to totalitarian rule. A recognition that such government is limited by the separation of powers and by the countervailing role of other institutions in a pluralistic society--principally the family, religion, the school, and the private sector of the economy.

7. Recognition of the need for an independent court system to protect the rights of all citizens.

8. An acceptance of all citizenship responsibilities at the local, state, and national levels and a commitment to preserve and defend the United States and its democratic institutions.

Having established the two broad categories of character goals and citizenship goals the Commission decided to concentrate on the category of character goals and to defer for the time being consideration of the second category, which it considered closely related to the social studies program. The Commission decided to split up into smaller subgroups for the purpose of carrying on field investigations to determine the extent of instruction in values and citizenship education in the public schools of the State. In the course of the school year 1979-1980 a total of 37 schools were visited, which were broadly representative of the public schools of the State in terms of geography, demography, and organizational level. In addition, Commission members met with staff members of the central offices of the local education agencies, parents, students, teachers, and representatives of teacher organization and authorities in the field from within and outside the State. Following these field visits, the Commission adopted a comprehensive statement setting forth a proposed outline of the topics which it believed should be dealt with *seriatim* in the Commission's Report of its conclusions and recommendations on character values (see Appendix E). The Chapters of this report are built on that outline.

The Role of the Family

In discussing the role of the school in fostering good character values, the Commission necessarily focused also on the role of the family and on the interrelationship between school and family. The most important influence on a child's character, the Commission noted, is the spirit of the home in which the child is raised. In the great majority of cases, the role of the school should be to reinforce or at least not negate the values stressed by the family. One broad area of this Commission's recommendations deals, therefore, with the need to maintain in the setting of the public schools a spirit which fosters character values in harmony with the spirit encouraged in a majority of homes.

But the Commission could not close its eyes to the fact that a significant number of youngsters attending public schools come from family circumstances in which the character values identified in the July 1979 Statement may not be fostered. These youngsters may come from conditions in which the family setting has disintegrated or where children are badly neglected. It should be noted that these conditions are not found only in a single income group or geographic area. Families of a great variety of backgrounds can be found to suffer from similar afflictions. The children from these families might be prone to drug addiction, alcoholism, or may utimately show suicidal tendencies; they may also have behavior traits which could lead them to institutions for the mentally ill or to penitentiaries.

It is in the setting of the public schools that, generally, the first opportunity arises for professional observation of children with problems. The Commission believes that the schools should make use of this opportunity by identifying these youngsters and seeking to assist them as well as their families. Recommendations as to the manner in which this could and should be done make up a second, narrower area of this Commission's Report on character values and the schools.

CHAPTER 1 -- SCHOOL ADMINISTRATION

This Commission is well aware of the fact that its suggestions and recommendations do not involve the revelation of heretofore undiscovered truths or the application of concepts and principles not previously known to the school systems of the State. On the contrary, many of the Commission's recommendations reflect the view that ideals and methods long established in pedagogy but perhaps obscured in recent years ought to be reasserted, clearly and emphatically.

So as to provide the proper framework for the reassertion by the schools of a commitment to the character values identified by this Commission in its July 1979 Statement, it would be appropriate for the State Board of Education and the local agencies responsible for the day-to-day operations of our public schools to approve a statement endorsing the Commission's Statement or adopting a statement of their own on the subject of character values. Accordingly, we submit as our

Recommendation 1: The State Board of Education and each of the State's local boards of education should formally review this Commission's formulation of character value goals, together with the Attorney General's opinion of July 19, 1979, and should consider adopting a statement on goals for character and citizenship education.

A local school board's policy decisions are carried out through the program formulated by the local superintendent of schools. It is the superintendent, as the full-time professional at the helm of a local school system, who can be most effective in carrying out a board's policies on any subject, but particularly on a crucial subject such as setting the tone for stress on character values. We, therefore, submit as

Recommendation 2: After adopting a statement on character and citizenship goals, each local board should call upon the local superintendent of schools to formulate a plan of action designed to improve the effectiveness of the schools in reaching those goals. In formulating such a plan, the superintendent should consider the recommendations of this Commission as well as such other suggestions as may be valid and appropriate and should arrange for consultation on this plan of action with parents, school staff, community service groups, and other representatives of the general public.

The field investigations of its visiting teams soon enabled the Commission to make comparisons among schools. They found the single most important factor in determining whether a school could or could not easily attain the character goals set forth in the Commission's Statement of July 31, 1979, was the nature of the surrounding community. Where the community itself is stable, where the children's home environment is supportive, and where there also has been relative stability in school staffing, the goals should be attained more easily than where the opposite in the case. Thus,

the most important factor was beyond the scope of school administrators' ability to change.

The visiting teams reported, however, that once the nature of the surrounding community was accepted as a given, the most important influence in the setting of the school--determining whether or not a school approached the ideals set forth in the Commission's 1979 Statement--was the influence exerted by the principal. It is a principal with ability, dedication, ingenuity, understanding, and vigor who can make a school function well even though its students are drawn from a larger community beset with problems. Conversely, a principal lacking those qualities can be the person responsible if a school whose students are drawn from a more fortunate community setting does not reach its potential.

In our visits to school after school it was clearly demonstrated that where the principal felt that value goals were important components of the total school effort, teachers tended to infuse these goals into the school program in both formal and informal settings. Where commitment to character objectives and values was not established as a high priority concern within the school, the quality and quantity of classroom efforts in this field varied considerably from teacher to teacher. Thus, it can be stated with considerable accuracy that the principal, through dedication, knowledge, and role modeling, is the key person for the maintenance of an effective, ongoing school-wide commitment to character objectives and values.

We are certain that school superintendents and boards of education are fully aware of the importance of principals and exercise great care in their selection. But, as in all other walks of life, there is always room for improvement, and it is in the light of our findings that we submit our specific suggestions for a program of action designed to build on what we have, so as to make the approximately 1,300 principals a leadership group whose task it should be to spearhead the effort to have our schools attain the value goals which our society cherishes. Accordingly, we offer as

Recommendation 3: Having adopted a statement of character and citizenship goals and having received the superintendent's recommendations, local boards of education should review the superintendent's recommendations for action, should implement those recommendations which meet board approval, and should distribute copies of the statement of principles to each school principal under their jurisdiction.

Some local boards of education have adopted job descriptions for descriptions for principals. Others have not. We submit as

Recommendation 4: Each school system which has not as yet done so should prepare a description of the expected qualifications and tasks of a principal. Each school system which has heretofore adopted such a description should review the text to determine whether character value goals are adequately

covered, and if they are not, should amend them accordingly. Among the relevant desired qualities are the following:

1. The principal should demonstrate moral courage and strength and should be able to establish and maintain appropriate standards of behavior.

2. The principal should be a responsible individual who indicates a concern for <u>all</u> people.

3. The principal should be fair in dealings with all teachers, pupils, and parents.

4. The principal should display a sense of professional commitment by being willing to "go the extra mile" and should be sensitive to staff and pupil needs.

5. The principal should be approachable, friendly, and "open."

In selecting new principals, a school system will necessarily require candidates to demonstrate a great many competencies. It is important, in this context, that the personal qualities and the professional knowledge and competence needed to set an example with regard to character values are not overlooked. We, therefore, offer

<u>Recommendation 5</u>: Guidelines for screening committees which recommend candidates for principalships should direct due attention to the local school board's expectations with regard to a principal's ability to help a school achieve the local school board's character and citizenship goals. As a candidate's written resume would not reveal much about that person's competence in this field, the questions asked in the interview with the screening committee should be designed to elicit comments which would shed light on the aspiring principal's ability to help a school achieve the character value goals.

It is understood that screening committees recommend the appointment of but do not actually appoint candidates for the position of principal. It is our belief that the qualifications of principals can be particularly well judged by persons who have successfully served in that role and that the judgment of citizens living in the area which the principal would serve should also be valuable.

<u>Recommendation 6</u>: Screening committees that recommend principals should consist of persons from varying backgrounds, including parents and persons now serving or who have previously served as principals. In providing for a screening process, local boards of education should adopt policies and procedures appropriate to the local school district, mindful of as well as guided by the opinion of the local community.

The effectiveness of principals in performing the various assigned tasks will be substantially enhanced if they are afforded the opportunity, from time to time, to participate in programs in which thoughts and ideas can be exchanged with fellow principals and in which experts with substantial practical experience offer instruction in subjects relevant to school

administration. Under the leadership of the Maryland State Department of Education, the Maryland Professional Development Academy has been created and has functioned for a number of years. In that context we offer

Recommendation No. 7: The State Board of Education should call upon the State Superintendent of Schools to prepare a program for the enlargement of the Maryland Professional Development Academy so as to include units dealing with the subject of the principal's role in character and citizenship education. As so enlarged, the total effort of the Maryland Professional Development Academy should be further expanded by involving a greater number of principals for a longer time period each summer. The Academy should play a major role in improving the performance of principals and enhancing their status as educational leaders in the State. All principals should be expected to participate in this effort. Because of its critical importance to the school system, the program should be called to the express attention of the Governor and the General Assembly and should receive their full support.

Concern has been expressed to us that a great many principals are prevented from using their time to the fullest advantage by the fact that, as a result of understaffing, they have to perform routine housekeeping chores which could effectively be performed by persons of lesser training and experience. On this issue we offer as:

Recommendation No.8: Local boards of education should review the administrative staffing pattern of the schools and should provide principals with sufficient clerical and other assistance so as to free time for the critical leadership tasks which a principal is expected to perform.

We must recognize the fact that some well qualified principals lose their touch after a while. Others may not have been qualified at the time of their initial employment and may never have been able to perform well. Under the law and administrative practices of Maryland, principals do not have tenure rights to their positions as principals, nor do they have a right to remain at a specific school indefinitely. Their tenure rights entitle them only to positions as teachers (Appendix F). It follows that a board of education has the power to require, at any time, administrative transfer of a principal from a principal position back to the position of classroom teacher or to any other professional position in the local school system.

We note, in this context, that under the laws of the State of Maryland, the terms of office of the State Superintendent of Schools and of the local superintendents of schools are four years. At the end of such a term, reappointment is granted only after the past performance has been analyzed thoroughly and has been found satisfactory. We believe that a similar system ought to be instituted for school principals. Accordingly, we offer:

Recommendation 9: Principals should serve an initial probationary

period. Thereafter, principals should undergo periodic, thorough re-evaluations and should remain in their positions only if their records demonstrate their continued competence to hold a position of such importance.

We have in this chapter suggested rigorous standards for the appointment of principals, for their continued training, and for the retention of their positions. Having stressed the importance of the position and called for the imposition of difficult requirements for persons aspiring to and holding those positions, we consider it important for both the status and compensation of these positions to be substantially improved. Accordingly, we offer:

Recommendation 10: The position of principal should be significantly enhanced, both in terms of status and compensation. Generally speaking, we believe that the position of principal ought to be viewed as a position of line responsibility, requiring greater talents and, therefore, deserving of higher rank and compensation than most of the persons holding administrative positions in the central office of the local school system.

In order to encourage principals further in their professional development as educational leaders, the State should supplement the efforts of the local education agencies beyond providing the programs of the above-mentioned Maryland Professional Development Academy. We offer as:

Recommendation 11: The State Board of Education should call upon the State Superintendent to develop, in cooperation with local school superintendents and institutions of higher education, a program to assist principals in broadening their experience and knowledge through special seminars and such other methods as may be found appropriate.

The foregoing recommendations have focused on the role of principals and ways of improving the effectiveness of principals. What should be noted is that many principals serve, prior to their selection, as vice principals or assistant principals. It is important that the efforts to improve the status and effectiveness of principals be applied also to these junior administrators. We offer as:

Recommendation 12: Local boards of education should instruct superintendents to develop a program to upgrade the positions of vice and assistant principals and to improve inservice training for persons holding those positions.

Conclusion

We wish to emphasize that we do not propose that our recommendations be embodied in a mandate to local education agencies. They should be treated as mere suggestions. As it is, we are not recommending any startling changes in the operation of our school system. What we are urging local boards to do is to place, in the context of the present educational structure, renewed emphasis on the role of the principal. We believe that the efficacy of our

recommendations would become self-evident if one takes time out only to reflect on the subject of school administration. Many policymakers burdened by the need to deal with the day-to-day problems that face the public schools simply lack the time to sit back and reflect on broader concerns. Our Commission, not charged with operational duties, has indeed had the time and opportunity to engage in detailed and thorough investigation. We hope we have been able to see both the forest and the trees.

CHAPTER 2

THE ROLE OF THE TEACHER IN CITIZENSHIP AND VALUES EDUCATION

Introduction

In the previous chapter, we have indicated that the principal is the most important influence in determining the development and maintenance of an on-going and effective schoolwide program din citizenship and values education. Ultimately, however, it is the classroom teacher who works with the students on a day-to-day basis and who plans lessons and executes programs which involve various aspects of values education. A comprehensive program in citizenship and character education must concern itself not only with the intellectual development of students but also with their emotional growth. Many opportunities abound, both in the instructional program as well as in daily tasks and routine activities, for the inculcation of moral and ethical principles in the classroom environment. Teachers must therefore have the knowledge of what constitutes desirable procedures for the development of appropriate citizenship, character, and value traits and the motivation, competence, and dedication to want to implement these ideas in their teaching.

This chapter is divided into the following categories:

I. Pre-Service Teacher Training
II. Inservice Education for Teachers
III. Discipline and Disruptive Behavior
IV. Teacher Safety
V. Negotiated Agreements

There are five fundamental concepts that need to be emphasized in preparing teachers to develop citizenship and values education programs:

1. Values education is not necessarily a course to be taught for a semester at some grade in school. Rather it begins in kindergarten and develops throughout the 13 years of education. Values education should be infused and integrated within the curriculum. For example, knowledge of the Constitution, with its Bill of Rights, is taught in American history and citizenship classes. An understanding of what the Constitution means, however, is learned not only in these classes. Patriotism, the rule of law, individual rights, and the rights of dothers are also learned in every classroom. Literature is a mafor vehicle at all grade levels for teaching values. As teachers have pupils live and think through experiences, relationships, and behaviors of people in a wide range of literature, pupils have opportunities to learn and formulate their own values respecting honesty, courage, integrity, morality, friendship, devotion, and love.

2. Children learn what they live. It must be recognized that teachers are adult models for their pupils. Pupils observe, not always consciously, the behavior of their teachers. The habits and behavior patterns of pupils

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are, therefore, influenced by what they experience and observe in their teachers. This phenomenon occurs throughout the total school experience of the pupil--in the classroom, in the corridors, on the school playground, at school social events, and away from school. The way teachers treat pupils teaches lessons of justice, due process, equal rights under law, courtesy, and respect for others and reinforces the formal classroom lessons.

3. Children also learn character and citizenship values by observing adult reactions to significant violations of articulated rights of society and responsibilities. Teachers can more effectively fulfill their role as instillers of positive values when the schools consistently impose predetermined and clearly publicized sanctions in response to any illegal and/or unacceptable conduct.

4. This Commission has defined values education in its Statement of Purpose, dated July 30, 1979. To help make programs of values and citizenship instruction acceptable in differing types of communities, parents and community involvement are essential. Values in the school are often determined by the values held by the people of those communities. Within any given community, there is a diversity of cultural patterns and habits. This offers a challenge in the development of inservice activities for teachers in that programs will have to vary from community to community and within schools and individual teachers' classrooms.

5. Schools are under great pressure to improve internally and externally. With each of these efforts to improve come new demands for more inservice education. If school systems are to be successful with their inservice efforts, the burden on teachers at any given time must not be excessive, and participating teachers must experience real value from inservice work. This means that inservice programs on citizenship and values education must be of such high caliber so as to teach teachers to recognize the worth of these programs to their own instructional needs.

I. Pre-Service Teacher Training

If classroom teachers are to be knowledgeable about and competent in the field of citizenship and character education, they need to receive, in their pre-service training programs, appropriate preparation both in course work and in clinical and student teaching experiences. This instruction at the college level should include the following items:

1. The knowledge base necessary to understand the concepts inherent in values and citizenship education.
2. The development of teaching skills needed to implement programs in values and citizenship education at the classroom and school level, as well as skills necessary in working with children who may be disruptive or present serious problems of discipline.

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3. The acquisition of attitudes and behaviors which reflect an understanding and appreciation of the importance of character and citizenship training. This will enable the teacher to create in the student an understanding of the necessity of living by democratic values in a pluralistic society.

Through a review of the standards by which teacher education institutions and programs are approved in Maryland,[1] through discussion with teacher education officials both at the college and state levels, and through a look at the course work in Maryland institutions of teacher education, it is evident that a need exists for more clearly stated definitions as well as more specific standards regarding just what teachers are expected to do in the classroom. It is important that democratic values be taught in public schools and the more finely tuned the expectations for classroom teacher behavior, the closer public schools will come to turning out "products," i.e., students who know, understand, and put into practice democratic values. Apparently, a "pre-service shortfall" in values and citizenship education exists, and consequently we offer as:

Recommendation No. 13: The Standard of the National Association of State Directors of Teacher Education and Certification[2] relating to character and citizenship education should be more clearly defined so as to indicate, as it is applied in teacher training institutions in Maryland, what specific behaviors are desired and how these teacher skills are to be acquired. Accrediting agencies should be contacted by the Maryland State Board of Education to explore ways in which citizenship and values education might be specifically incorporated in the standards thus assuring that all teacher-preparation institutions give specific attention to the acquisition of the necessary skills by their student teachers.

Since each teacher training institution varies considerably in its offerings in the field of values and citizenship education and in the competence of the instructors who teach these courses or modules, we offer as:

Recommendation No. 14: The Maryland State Board of Education should approach teacher-training institutions to investigate thoroughly the gap between theory and practice, i.e., how do the theories and research about value beliefs affecting student learning translate into skills pre-service teachers need to master. These institutions should also examine their own priorities to determine how seriously character and citizenship education skills are included in their teacher

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[1] For a discussion of the procedures by which institutions with teacher preparation programs receive State approval, see Appendix G.

[2] See Appendix G for the statement of the NASDTEC Standard.

preparation programs and where in pre-service programs characteristics expected of teachers (e.g., competence, dedication, role modeling, and voluntary efforts) are equally to be expected of college instructors.

Opportunities exist in each academic subject and in each classroom for examining and expressing values. We, therefore, recommend as:

Recommendation No. 15: More emphasis in teacher education programs needs to be placed on having student teachers learn how to recognize, relate, and assimilate principles and concepts of character and citizenship education so that they are brought into focus in the entire curriculum. Such educational goals transcend specific aspects of individual curricula.

All national polls related to education cite discipline as the most important and unresolved problem facing classroom teachers and administrators. Yet, for the most part, teacher training institutions apparently are not dealing with this problem effectively or successfully. We, therefore, offer as:

Recommendation No. 16: The Maryland State Board of Education should take steps to insure that student teachers have specific guidance in course selection to enable them to handle the variety of problems in discipline likely to be encountered in their teaching careers.

II. Inservice Education for Teachers[3]

Board policy should clearly state the school responsibility for values education and set parameters and processes respecting content, selection of materials, redress of grievances, and respect for privacy. Thus, school officials will have direction they need to plan appropriate inservice experiences. Teachers will need to know the contents of the Board policy on values education, how to teach in a controversial area, and how to process criticism or protest. Teachers also need to be aware of their place as role models in teaching values and have a keen awareness of the values learned in the daily transactions among teachers and pupils.

We offer the following recommendations for inservice for teachers in support of effective character and citizenship education:

Recommendation No. 17: Local boards of education should institute policy which would be required to implement the previously adopted Statement of Purpose on Values Education.

Recommendation No. 18: Principals, teachers, parents, and pupils along with curriculum and staff development personnel should be involved in planning a comprehensive character and citizenship education inservice program.

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[3] Rationale for Inservice Education for Teachers in Values Education is stated in Appendix H.

Teaching values is different from teaching algebra. There is no structured discipline in values education "owned" by personnel with special training in this field as with algebra. Teachers, parents, and pupils have their own values. The views of all of these individuals are essential in deciding how and what values will be taught. Representation of their views in inservice planning will help insure that the program which is implemented will gain and maintain the support of teachers and that the resulting values education experiences will be supported by parents and pupils.

Recommendation No. 19: Inservice programs should recognize that values are "taught" both consciously and unconsciously and should, therefore, be planned to reflect the character and citizenship goals enunciated in this report.

Recommendation No. 20: Inservice programs should be planned that are flexible and responsive to the needs of teachers, rather than have all teachers participate in the same inservice activities.

Many teachers already possess the skills necessary to teach values education. Needs assessment is an essential element of any inservice program. Some teachers need a great deal of training, awareness building, and skills development to be effective teachers of values education and good examples in their application of values in their relations with pupils. Some teachers need training in specific aspects of the total range of knowledge, skills, and behaviors essential for good values education. Other teachers already possess these skills and need no further training. Inservice programs should be implemented to accommodate the individual differences which exist in the teaching staff.

Recommendation No. 21: The inservice programs should generally be conducted at the local school level.

Changing the environment and the atmosphere in the school are best done when the whole faculty studies a problem and designs plans for resolving it. In this way faculty members can learn from each other. Pupils and parents can contribute. Personal commitments are made. Momentum builds, a sense of direction is experienced, and real change is accomplished.

If the local school is to be the focus for inservice training in values education, the school district should support the local school with resources which the school may need. Two other critical factors if school-based inservice is to achieve its full potential are motivation and time. It is amazing the energy and excitement for learning that a faculty can generate when it is motivated. This motivation comes from a variety of sources. As stated in Chapter 1, the principal's leadership role is of vital importance. Stimulating teachers, interested and active parents, alert students, and school system leadership are also important factors.

Teaching is hard work. There are many pressures on schools to improve. Teachers do not have time to take on major improvement efforts in several areas at the same time. It is frequently better for a faculty to focus on one objective such as improvement in values education than to have teachers working individually on a variety of different objectives. If a school chooses to focus on values education, teachers should not disperse their inservice work in numerous other areas.

Recommendation No. 22: Though the local school might well be the major focus for inservice for values education for teachers, there are roles for other agencies and levels of education which make interagency coordination a necessity.

In the past, federal funds have supported inservice for such programs as compensatory education, integration, and handicapped education. These inservice programs include considerable emphasis on values. The State Board of Education and local school systems need to plan so that their efforts are complementary to and supportive of local programs. The institutions of higher education can contribute significantly to inservice education in values through courses, workshops, seminars, and consultant help to state and local programs.

It is critical that values education programs be well thought out, soundly based, and taught or applied by qualified teachers using good materials. Staff leadership is necessary to assist school faculties with planning and conducting their inservice programs. State and local boards and superintendents share a responsibility for this leadership and for providing funds necessary for staff leadership and supporting materials.

III. Discipline and Disruptive Behavior

As we have heretofore noted, values cannot be successfully taught in a setting in which acts in violation of the very principles that are being taught are committed and are often ignored by persons in authority. Disruptive activity and disorder must be characterized for what they are: violations of the rights of students by their fellow students. If youngsters are to be taught that society demands of its members respect for the rights of their neighbors, this must be vividly illustrated in the school setting. That means that efforts must be made to stop and, where appropriate, penalize acts of disruption and violations of laws and rules.

Responsibility for stopping acts of disruption falls, in the first instance, on teachers and ultimately on principals. Concern has been expressed to us that in all too many instances, public schools do not take sufficient steps to correct unruly behavior. Representatives of the school system have responded that unruly behavior is not the fault of the schools. It is the result of a great deal of turmoil which pervades our society.

We agree that the schools do not create disruptive behavior, that

children come to school with attitudes formed in the home or in their neighborhood and act out the attitudes which have been formed elsewhere. Nevertheless, we do consider it the responsibility of the schools to take such steps as are feasible to correct anti-social attitudes and behavior formed elsewhere and to do everything in their power to encourage youngsters to lead a life based on the basic values which we have set forth earlier in this report.

So as to make it possible for these values to be taught effectively, we offer as

Recommendation No. 23: Youngsters who have serious, chronic problems of social maladjustment should be placed in an alternative school setting and offered a program and supervision which will be specially designed to assist them in the process of socialization.[4]

Recommendation No. 24: Arrangements should be made in all schools for youngsters who are disruptive and only temporarily out of control to be separated promptly from the rest of the student body and placed under supervision until they regain their composure.

Recommendation No. 25: It must be made clear to teachers that it is their responsibility to take all appropriate steps to discourage the outbreak of disruptive behavior and to end it once it has broken out. We recognize fully that teachers cannot be expected to risk physical injury in quelling disorder. On the other hand, they must not ignore disorder whether it occurs in the classroom or in any other part of the school setting. Their responsibility, as indicated, is to take all appropriate steps, which might in some cases mean personal intervention and in others might mean that unruly behavior must promptly be reported to the principal.

Recommendation No. 26: Beyond that, it should be made clear to teachers that if they become aware of violations of the law or of school regulations, such violations must also be reported to the principal. Consideration should be given to the possibility of such reports being treated as confidential, if that is necessary to protect teachers against physical attack.

Recommendation No. 27: Major responsibility for good order in a school building rests ultimately with the building principal. It should be the responsibility of principals to counsel teachers on how they can most effectively act to prevent or end disruptive behavior. Teachers should not be penalized in their evaluations for their efforts to end disruptive behavior, either by intervening personally or by reporting it, as long as they act reasonably.

Recommendation No. 28: Teachers should be provided with effective inservice training on how to deal with disruptive behavior including information as to all relevant laws and regulations. In the course of such inservice training it should be

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[4] Note should be taken of our Recommendations in Chapter 4 concerning action to be taken on students who have violated the law.

explained to them that they may be sued for their actions. This is one of the professional hazards they must face. At the same time, local boards of education should make certain that such teachers do receive adequate legal protection for their reasonable acts.

IV. Teacher Safety

While most students respect the rights and dignity of teachers and while many teachers work in an environment conducive to the teaching and learning of character and citizenship values, still far too many teachers are demoralized by valid fears for their personal safety. Contributing to the general climate of fear among teachers is the common knowledge that many students are under the influence of various drugs[5] and that some bring lethal weapons to school. One result is that some good teachers are leaving the profession. Another result is that a significant number of teachers have reason to be afraid to act appropriately so as to prevent outrageous student behavior. Teachers cannot be good role models or expend sufficient time and energy on teaching while being intimidated by the relatively small percentage of students whose gross conduct causes so much disruption within the schools.

Several factors appear to conspire to inhibit teacher involvement in disciplining students. One such variable is what many perceive as an increasing imbalance between the rights of teachers and the rights of students. Some students under sixteen may perceive that their verbal or physical abuse of a teacher is likely to lead merely to a short-term suspension and/or to a transfer of schools. Additionally, many teachers complain that the sanctions against certain extreme types of student behavior are unclear and/or inconsistently applied. Moreover, due process for students has come to mean that a teacher might be sued for "touching" an irate or misbehaving student. We, therefore, make the following recommendations:

Recommendation No. 29: The State Board of Education should clearly articulate and widely disseminate policy on the rights of teachers and their access to due process in cases involving threats and/or injuries caused by students.

Recommendation No. 30: Those local boards of education with vague, relatively lenient, unpublished, and/or inconsistently applied sanctions against such illegal acts as the use, possession, and/or distribution of controlled substances should review and revise their policies for handling such infractions.

An additional factor which increases danger among both students and teachers is the sheer size and impersonality of many school populations. Students are

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[5] See Appendix I for a summary of the current policies of the State's local boards of education regarding cases of students who are found to use, possess, and/or distribute alcohol and/or illegal drugs.

more likely to feel dehumanized and/or to indulge in, or successfully hide, behavior injurious to others (including teachers) in an overly large population.

Recommendation No. 31: Local boards of education should seriously consider all feasible means of reducing large school populations, including possible consideration of the continued or alternative use of school buildings scheduled to be closed because of declining pupil populations. For example, where an unusually large high school population exists, consideration should be given to the possibility of sending part of the student population to a neighboring junior high school scheduled to be closed. Where school populations are larger, boards of education should consider the staffing ratio of pupils to teachers and to the possibility of providing additional staff to handle difficult discipline problems more adequately.

V. Negotiated Agreements

Because we consider the education of our children of vital importance to our society and because we believe that the competence and dedication which we expect from teachers should be regarded with competitive compensation, this Commission believes that teachers should be paid more than they are paid now.

It should be made clear at the outset that the Commission appreciates and commends the significant extra efforts in time and abilities that a large segment of the teacher population contributes to the educational process in Maryland. While we continue to favor increased teachers' salaries, including extra pay for extra work, we believe that in the interest of children we must look for the best possible professional performance by teachers. In fact the comments that follow are meant to assure the continuation and encouragement of such efforts.

It is against the background of the foregoing considerations that we want to stress that teachers do and should continue to play a vital role in enabling schools to reach the values goal which we have set. We believe that negotiated agreements should not stand in the way of that objective.

These agreements involve principally bargaining over the basic issues such as salaries and working conditions. There are other elements, however, which bear directly on the teachers's capacity to contribute to values education.

Illustrative of this type of provision are the following items:

(a) The availability of teachers during or beyond the school day for individual student help and counseling;

(b) Teacher responsibility for participation in extra-curricular activities;

(c) Visits with parents--in or outside the school setting;

(d) Implied requirement to intervene in student physical or verbal confrontations in the school building or on school

grounds or otherwise taking responsibility for the maintenance of good order;

(e) Stated limitations on number of faculty and other meetings teachers are called on to attend, e.g., only one meeting per month to extend only one-half hour beyond the normal school day.

It is in these less readily definable areas that the Commission feels limitations might be imposed on teachers which would hinder their ability to facilitate the attainment of the Commission's proposed values goals.

If we look at the school as a total community which seeks to attain certain character objectives, the question of cooperation toward these goals becomes important. Hence, a willingness to volunteer for extra-curricular activities should be encouraged, recognizing that some teachers may have family or postgraduate study commitments which prevent them from doing so. Also, the Commission holds the view that a rigid limit on the times a principal can meet with teachers as a group should be discouraged.

Responsibilities should be emphasized along with rights. Teachers, for example, should consciously serve as role models for their students.

The conclusion arrived at ultimately, following analysis of the negotiated agreements currently in effect, is that in general they do not contain anything which would directly hinder fulfilling the recommendations of the Values Education Commission. Moreover, in meetings with the leadership of the teacher organizations, committee members were given every assurance that the organized teachers of Maryland appreciate the objectives of a viable and feasible values education program and that they are prepared to encourage and assist in realizing such goals among their membership. It is hoped that every teacher understands that he or she can do much toward reaching the aims of character and citizenship enrichment for their students.

Because the basic issues which are dealt with in negotiated agreements between the school administrators and organized teacher groups relate only peripherally to the stated goals and objectives of the Commission, the recommendations which are here presented must be expressed in general terms. Also, in view of the contractual aspect of these agreements, suggestions for future action need to take into account the point of view of the administrators, the teacher organizations, but above all the educational needs of students and the concern of parents.

This does not suggest that these positions are antagonistic in any way. On the contrary, viewed in terms of the long-range objectives of providing guidance to our children in the vital areas of personal and citizenship values, the Commission is convinced that the roles of administrators and teachers are complementary in the fullest sense.

Clearly the teachers can be and should be a positive force in suggesting programs and various volunteer efforts which will enhance individual student responsibility and positive citizenship response. Thus, the Commission recommends:

Recommendation No. 32: That the teacher organizations make a conscious and conscientious effort, in the negotiations of their contractual requests with boards of education, to express positions which will truly facilitate the achievement of the goals of citizenship and character education.

It is generally recognized that there is a natural inclination for young people to emulate the actions of adults to whom they are exposed on a continuing basis. The Commission, therefore, feels that it is important that students perceive a "work ethic" which imparts the message that doing more than that which is a minimal requirement of a job, is a part of the equation that results in success in the working adult world. Therefore, we recommend:

Recommendation No. 33: That teachers who do not have conflicting commitments to volunteer their efforts in carrying out school programs of an extra curricular nature which could be perceived as being beyond the "call of duty." The demonstration of concern for pupil growth in such areas as after-school tutoring, counseling, coaching, club advising, and others provides a role model of desirable citizenship traits for students to emulate. However, in encouraging such additional performance of teachers, administrators should pay appropriate attention to the provision of satisfactory working conditions in school buildings, including heat and personal security.

Recommendation No. 34: We wish to stress that there should be extra pay for extra work.

But the fact that remuneration for such activities may not be available should not preclude opportunities for teachers to volunteer to carry out these important school functions, nor should negotiated agreements or peer pressures limit teachers' willingness to volunteer their efforts for carrying out needs of students.

It is the opinion of the Commission that the activities and duties of teachers during normal school hours do encompass more than their primary responsibilities for maintaining discipline throughout the school that should be shared by all members of the in-school community. Such functions should be supported by the principal and the board of education. The Commission recommends:

Recommendation No. 35: There should be no provision in the negotiated agreements which infringe on the principal's right and need to direct the activities of a teacher during the normal working hours particularly activities designed to maintain good order in the school day.

The Commission recognizes that the bargaining process requires efforts by both parties to the negotiations and, therefore, understands that the

local school boards and educational leaders must respect the teachers' right to reasonable working conditions and hours. At the same time, it is important that those responsible for administering the school system set policies which encourage teachers to play a positive role in fostering the character and citizenship objectives as adopted by the Commission. Therefore, we recommend:

Recommendation No. 36: That local school boards and educational leaders should be alert to opportunities in the negotiation process with their teachers to enunciate policies calculated to encourage joint action toward student growth in basic character and citizenship values.

Negotiated agreements should not place constraints on the opportunities and amount of time teachers may spend on such necessary professional activities as faculty meetings, parent-teacher conferences, and after-school consultation and help with students. Teachers should realize that they may spend such additional time and energy as the situations and their own desires would dictate appropriate by the local education agency. Recognition for dedication and devotion to their professional role would serve as an incentive to parents and students and other teachers to participate more fully in wholesome school activities.

CHAPTER 3

PUPIL SERVICES GUIDANCE PROGRAMS IN MARYLAND PUBLIC SCHOOLS

The Commission has highlighted the importance of school principals and classroom teachers in providing public school students with an environment in which moral and ethical values may be addressed. In Chapter Two of this document the Commission recognized that the emotional growth of students is of equal importance with their academic development. A subcommittee was formed so that the role of pupil services providers known as guidance counselors could be assessed as their function relates to values education. The Commission examined the activities and reports in existence at the Pupil Services Branch of the Maryland State Department of Education and conducted numerous interviews while in session and throughout the State. The gathering of these data resulted in the recommendations contained herein.

The Commission heard testimony from classroom teachers, administrators, and guidance counselors indicating that a perception exists that there is a tendency to present subject matter or content material to students and not to deal openly or directly with issues related to values and character education.

In the case of students with chronic or serious anti-social problems that result in disruptive behavior and disciplinary problems in the classroom, the Commission believes guidance and counseling services are urgently needed. Since the disruption of the classroom also interferes with the teaching of the character and citizenship objectives of the Commission, the special attention and counseling can give counselors and other professionals to whom a student is referred an opportunity to teach values to students on a one-to-one basis. At the same time, the majority of students in the classroom will benefit from a better environment for having been exposed to these eighteen values objectives.

The Commission members believe that value-related topics must also be introduced and dealt with both by classroom teachers and guidance counselors on an on-going basis; therefore, the Commission offers as:

Recommendation No. 37: Guidance counselors shall actively promote the ten character objectives and eight citizenship objectives adopted by the Values Education Commission. Counselors with appropriate training shall conduct inservice courses or workshops for classroom teachers and other staff members to insure that all staff members have the skills to do likewise.

This minimal inservice work should be designed to give teachers a greater degree of competence in resolving classroom behavioral problems as well as establishing meaningful values and character education programs. Guidance counselors would serve as the inservice instructors and also as on-

going resource/consultant staffs to classroom teachers. The guidance counselors' schedules should allow them to be available to work in classrooms during portions of the day, with the classroom teacher, in providing activities related to the Commission's character and citizenship goals.

The Commission is aware that many school staffs spend substantial resources in combating the problem of disruptive student behavior. In order to minimize the negative impact of the chronic and/or serious anti-social behavior of a segment of pupils upon their own development and upon the entire educational environment, the following is offered as:

Recommendation No. 38: Every local education agency shall formulate a K-12 program for the early identification, counseling, and where appropriate, the referral of such students to outside agencies.

The Commission has made observations about operational procedures of school guidance services. At the present, many services provided by guidance and counseling departments throughout the State require extensive clerical work be performed by trained, professional guidance counselors. In many cases, such work would best be performed by clerks, paraprofessionals, or volunteer aides. The Commission, therefore, proposes as:

Recommendation No. 39: A task analysis or evaluation of the counselor's job should be performed by the Maryland State Department of Education to determine which counseling services demand the expertise of professional, trained counselors and which services can be performed by clerical staff; outside community agencies; by volunteer aides; and in some instances, by classroom teachers.

Scheduling procedures and college entrance forms are two activities now assigned to professional counselors that should be given to other designated personnel. While some counselors resist becoming "bogged down" with paper work, others gravitate to such tasks, perhaps because of background, training, and experience or perceived expectations for the guidance counselor role by staff and the public. Thus, a task analysis would lead to increased efficiency and effectiveness of school guidance departments.

While Recommendation No. 39 may impact on behavioral problems in classrooms, it has become increasingly apparent that many secondary students' academic and personal problems have their genesis in the elementary school grades. Therefore, the Commission strongly urges the following as:

Recommendation No. 40: Every local education agency and the State Board of Education should explore all feasible means for strengthening and increasing the guidance programs offered to elementary school students.

To provide adequate guidance services at all levels--elementary, middle-junior, and senior high school--the ratio of counselors to students must be reduced to a more manageble number. The Commission, therefore, offers as:

Recommendation No. 41: Local school boards should examine various funding procedures for distribution of pupil services resources. Sufficient funds should be allocated to insure implementation of any Commission recommendations that may be adopted.

In conclusion, the five recommendations offered above can become a basis for improving guidance services in the State of Maryland in conjunction with Maryland State Department of Education recommendations for improved guidance services. By improving guidance counseling services statewide, educational experiences related to values, character, and citizenship education will also be strengthened and ultimately serve to provide the State of Maryland a strengthened democratic citizenry.

CHAPTER 4

OTHER-AGENCY COOPERATION AND DISCIPLINE AND DISRUPTIVE BEHAVIOR

INTRODUCTION

Two major themes are covered in this chapter: (1) Other-Agency Cooperation as it relates to addressing the problems dealing with discipline and disruptive behavior and (2) Other-Agency Cooperation as it relates to community-wide involvement in teaching values education. This chapter responds to both the uniqueness of each of the topics as well as their interrelationships.[6]

This chapter is presented under three headings:

- RELEVANCE TO THE TEACHING OF VALUES OF OTHER-AGENCY COOPERATION
- FINDINGS
- RECOMMENDATIONS

RELEVANCE TO THE TEACHING OF VALUES OF OTHER-AGENCY COOPERATION

Society holds the schools primarily, if not solely, responsible for teaching basic skills such as language arts, mathematics, and other components of the school curriculum. This is not the case with values. Responsibility for teaching values is shared. Values are learned everywhere.

Values education begins at home; however, many community agencies--the church, youth organizations, business, the media, and the schools--to cite only a few, teach values.

With values education there is not a well defined and accepted body of knowledge to be taught as with reading and mathematics. Therefore, parents and other community members should have input and shared decision-making responsibility about what values schools will teach and how values are integrated into the curriculum.

It is important for educators to be aware of this shared responsibility where values education is concerned and, therefore, design processes to ensure the involvement of parents and a wide range of community organizations. With this broad-base participation, the schools can chart their unique responsibility with confidence for they will reflect the community in a true sense. It is important for schools not to work in isolation but to develop and implement their values education curriculum in

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[6] By "Other-Agency Cooperation," we are referring to such agencies as: the courts, police, juvenile services, Department of Health and Mental Hygiene, Office of the Attorney General, Maryland State Teachers Association, State Board of Education and State Department of Education, school security departments, and numerous local community agencies.

an organized manner in order to secure and sustain community support for their program.

Another reason for other-agency cooperation in values education is that these agencies offer a rich reservoir of resources that schools can use to great advantage in their values education program. The "Community of Caring," a program sponsored by the Kennedy Foundation that provides counseling for teenagers on family values, is an example of a community agency which some schools do use to teach values. If these many essential resources are to be fully utilized by the schools, there must be a commitment to other-agency cooperation and procedures put in place to make it work.

Schools should have a clear obligation to work with other agencies in values-related areas. Some agencies such as the fire department and health department have environmental safety responsibilities for prevention, inspection, and intervention. Exacting procedures for cooperation are mandatory so that accidents are prevented and emergencies handled expediently. Demonstrated behaviors such as respect for human life, respect for property, and honesty are values that relate to these matters.

Schools cooperate with the police department in pedestrian and bicycle safety programs and with the courts in criminal prosecutions. Education leaders should recognize their responsibilities for other-agency cooperation and the opportunities for teaching individual, group, and community values through these relationships.

Disruptive behavior and lack of discipline are components of school operation that demand effective values and education and which require other-agency cooperation. Many schools need to rethink their structures and examine unclear jurisdictional lines among departments, staffs, and programs. These potential conflicts must be resolved if values are to be given adequate emphasis. Inter-agency cooperation among major state, local, and private groups is of primary importance if prevention and correction are to be successful in our schools.

Standards and expectations for appropriate human behavior set by the parents, faculty, and peer groups are a major factor in minimizing discipline and disruptive behavior problems. The school environment should be controlled by the rule of law as should the adult world. School rules should be soundly based on moral values. Students participate through creating a climate in cooperation with teachers, administrators, and parents utilizing class discussions, student council, and other processes in making and enforcing the rules. The moral basis, the sense of equity, and justice which undergirds the rules is well understood and expectations of enforcement are regarded highly. They are frequently the focus of discussion among teachers and students. When there are violations, discipline is administered in an

evenhanded manner with attention to due process and reasonable recourse to punishment.

Prevention of disruptive behavior is not just a school matter and can seldom be controlled by schools acting alone. Schools are an integral part of the community. Schools reach out to the homes and other community agencies so that together they can create an environment that places value on--and expects--appropriate behavior. Parental influence and peer pressure go a long way to control the behavior of children and youth at home, at school, and in the community. The PTA, police, social services, youth organizations, and churches are examples of other agencies the schools work with in building positive attitudes and habits of acceptable human behavior.

Other agencies can help too in making curriculum alternatives available for pupils who need them. An example is school-business cooperation such as the Adopt-A-School Program sponsored by the Greater Baltimore Committee. Community-Based Learning Service (CBLS) programs like those in La Plata, Maryland, and Baltimore City are examples of how to teach values through providing service opportunities in the community to students. A reverance for life is taught in Baltimore City through visits to the nature center where children can see, smell, and touch nature.

To a large extent, human behavior is an outward manifestation of the values an individual holds. It is counter productive to spend a great deal of effort utilizing self-control in changing ones unacceptable behavior without changing the values out of which that behavior grows. Thus, prevention of disruptive behavior, teaching of good self-discipline, is very much akin to teaching values and it is a home, school, and community-wide duty.

In spite of our best efforts, disruptive behavior does occur to some degree in all schools. Schools have a multiple responsibility. School officials cannot allow the unacceptable behavior of one person to destroy the learning environment of other students. At the same time, school officials are obliged to take corrective steps so as to moderate the behavior of the offending pupil. Other-agency cooperation is critical in these situations. When students violate the law, the police are brought in. Principals and police have a good understanding of the kinds of offenses which require police intervention. All need to be well aware of the procedures and to be prepared to move swiftly when there are serious emergencies. Sometimes, there are specialists in a juvenile protection bureau of the police department who are uniquely qualified to handle juvenile crimes.

Schools are involved with courts in criminal prosecutions, with the juvenile courts, and with agencies that handle drug abuse and child abuse and neglect problems. However, these problems are also reflected within our

society including adult abuses.

Many complex problems confront principals and other school staff in getting these students removed from school for short or long periods. This is due to investigative and due process procedures. Returning the pupil who has been removed from the school environment back to the school environment presents other unique problems. Tight budget and staff limitations in schools and other agencies compound the problems. Therefore, the establishment of good relationships and procedures for maximum efficiency in terms of human energy and economic resource is essential. Creative thinking is called for due to the tenor of the times. The economic, social, and political climate demands that building principals, parents, and community groups engage "together" in thinking time in order to innovate procedures "that work" for the student.

FINDINGS

Having determined through expert testimony, reports, and other national resources that agency cooperation and discipline and disruptive behavior were aspects of the school operation that had significance for values education, the Commission examined how these practices were working in Maryland schools. Commission members visited schools and school districts across the State. Individually or in small groups, Commission members interviewed school system personnel and other agency staff and knowledgeable community representatives. Expert testimony was given by the courts, police, Juvenile Services, Department of Health and Mental Hygiene, Attorney General's Office, Maryland State Teachers Association, State Board of Education and State Department of Education, school security department, principals, counselors, individual experts, and numerous local community agencies. Many state reports and other documents were examined.

Other-agency cooperation operates at three levels in Maryland: State, school district, and local school. Each of these levels is impacted by the others.

Maryland has a unique opportunity to make agency cooperation work. Whereas many states have hundreds of school districts, Maryland has only twenty-four. Further, their boundaries coincide with the local county and Baltimore City governments. These circumstances and the small size of our State makes for ease of communications and face-to-face working relationships. For example, in Maryland, the State Superintendent can have a one-day, drive-in meeting with local superintendents several times per year. In many states, because of numbers and distance, such meetings never occur. Also, at the local level, one school district interfaces with the other local agencies for the same geographic area which is usually not true elsewhere in the country.

Government structure in Maryland is good for facilitating interagency cooperation. Responsibilities for education at the State and local levels are clearly delineated in the law. The State Board and State Superintendent have considerable authority and opportunity to influence local districts with respect to state-local cooperation and with respect to cooperation with other service agencies.

Similarly, other agencies with which schools cooperate have state units that interface with local counterparts. Examples are the Department of Health and Mental Hygiene, Department of Social Services, Juvenile Services, etc. These State governance structures, with the State sharing in the cost of agency services at the local level, offer the potential for effective State leadership for exemplary agency cooperation.

There is great variation in attention given to agency cooperation at the local district level. Inter-agency coordinating mechanisms exist in some school district/local government units. Baltimore Blueprint has city, State, and federal agencies working together with several schools. Career education centers are quite effective in some counties. The Interagency Coordinating Board for Community Use of Educational Facilities and Services in Montgomery County does an excellent job in coordinating community use of school and other public facilities.

Though numerous examples of good practices are evident, virtually everyone appearing before the Commission spoke to the need for better processes and improved practices so that the resources of other agencies could be tapped by the schools, and the schools can be utilized by other agencies as a focus within the community.

Frequently, the quality of the working relationship with other agencies is a function of the interest and human relationship skills of key people. The superintendent of schools and heads of other agencies create the climate for good or poor working relationships. Without planning, programming, and budgeting based on goals and objectives, neglected programs and lack of accomplishment are the result. Policy makers, i.e., school board members, can exercise significant influence. Principals are the single most influential people in making cooperation with other agencies work.

Other-agency cooperation is not limited just to other government agencies. Private and volunteer agencies and businesses play a major role in providing valuable services to the schools. Operation Rescue in Washington, D.C., is an example of tutoring needs being met not only by the local community but the U.S. Marines. They can help fill the "gap" resulting from the increased need--yet diminished resources--of our schools brought on by current economic considerations.

The Commission is persuaded that values education in the schools can be

significantly improved through cooperation and better use of the resources of other agencies.

Though there is evidence that discipline is improving in the schools, disruptive behavior still saps the energy and time of teachers and depletes resources that should be going to instruction. Many schools need help with discipline and disruptive behavior problems. Principals and other school staff are so occupied with crisis intervention that there is little time for planning, implementing, and evaluating school and community-wide programs to change the climate in the school and community.

Better interagency cooperation as it relates to discipline and disruptive behavior is especially needed. Expert testimony from the courts, police, social services, etc. emphasized the need for better agency cooperation and procedures to help schools with these problems. Other agencies can be useful in helping improve community forces and influences to eliminate vandalism, stealing, gang behavior, and racism which in turn would improve the environment in the school and the community. The way humans relate to each other is at the root of school discipline. Real, lasting change occurs when the standards of behavior, self-concept, and respect for others is raised throughout the school and school community. This calls for coordinated action in the school, the home, on the street, the playground, and in the workplace. Cooperation and involvement of all parties can make it happen.

RECOMMENDATIONS

Successful management of resources requires a realistic look not only at the problems to be solved, but the capacity to respond. This calls for current data to be acquired and evaluated. This can best be done by examining existing agencies, determining their functions, and assessing how current procedures and objectives will be affected. (This is particularly true at the local school district level where agencies of the same name provide different services.) Cooperation among agencies to serve the needs of young people is the bottom line.

It is in the spirit of gaining sensitivity to and support for the needs of all our young people as well as mining the rich resources of our many public and private agencies that the following recommendations are made:

Recommendation No. 42: We recommend that the State Government establish an inter-agency council to coordinate all appropriate recommendations of this report between public and private community agencies and the schools.

Recommendation No. 43: The State Superintendent and the superintendent and the board of education in each of the twenty-four school districts are requested to appoint a Task Force of Staff members, representatives of pertinent agencies, and interested citizens in the community to examine the adequacy of cooperation between the school system and other public/

private agencies that could make a contribution to the teaching of values. This Task Force would also examine discipline and disruptive behavior in the schools to make recommendations that might be helpful to the school district to:

(a) Quantify the magnitude of these problems.

(b) Chart long-range plans--where indicated--for activating parents, students, and community agencies, to work for more acceptable levels of human conduct in the community and eliminate physical abuse, vandalism, and other symptoms of disruptive behavior in the community.

(c) Obtain staff and other resources needed for the schools to overcome these debilitating problems, where they exist.

It is recommended that superintendents and boards of education give the broadest possible attention to the recommendations that result from the work of the Coordinating Council and Task Forces in Recommendations 42 and 43. This can be done through distribution of copies of reports to appropriate public and private agencies and by establishing procedures that build and maintain public understanding and support. They are urged to use such measures as to invite public response and provide forums for public discussion of reports at board of education meetings, faculty meetings, PTA sessions, and "cracker barrel" sessions.

The recommendations in this Chapter are provided to help education leaders across the State to more fully take advantage of community resources by the coordination and cooperation of public and private agencies. It is our belief that if the policy makers and the key administrative officials at the State and local district levels use their good office to implement these recommendations, significant progress will be made not only to "teach" good character and citizenship values but to "show them" as well.

CHAPTER 5

PARENTS' ROLE

In the introduction to the report the Commission has recognized the family as the prime values educator. It is in the family that the child should receive a basic instruction in ethical principles and good citizenship. It is here, too, that moral principles should be instilled, according to each family's fundamental beliefs. The family by whatever definition--two parents, single parent, foster parent, or other relatives or guardians--should serve as the role model for the child in his or her basic values education.

Because the Commission feels so strongly about the role of the parents in values education, we have discussed the issue of parental involvement in all preceding chapters. Many of our previous recommendations deal specifically with opportunities to participate, and we urge parents to take advantage of these. For these reasons this chapter, which we originally thought would be lengthy, is quite brief and limited to a few additional recommendations.

In addition to parents, the Commission recognizes the influence of the school setting on the child's values. The school should serve as a reinforcer of the citizenship and character values which are consistent with those already discussed in this report. In an earlier chapter, we have emphasized the importance of the principal who firmly sets the standards for the operation of the school facility. Teachers also need to serve as role models and reinforce a good value system.

Schools should make a concerted effort to increase meaningful parent participation in the system. When appropriate, parents including those who may have differing points of view, should be involved in the decision-making process. A good communications network is essential to foster a close working relationship between home and school. For this reason, we offer:

Recommendation No. 44: School systems should develop a Parents' Responsibilities and Rights document similar to that for students. This would help to clarify the expectations of both the home and the school. A handbook of policies and a calendar of events is one effective method of disseminating information and inviting the participation of parents in providing excellence in education.

Several decades ago each public school in Maryland had an advocacy group of three trustees chosen from the citizens of that particular school community. They were selected by the principals, served staggered terms, and were liasion between the principal and the board of education. With the decline in parental involvement, the following recommendation is offered:

Recommendation No. 45: A Board of Advisors be appointed for each public school in the State. The Board should be from three to five in number, selected by the principal from citizens in the school community, serve staggered terms, and serve as an advocacy and liaison group for that particular school in

matters dealing with the local board of education or parental concerns in that school community.

CHAPTER 6

CURRICULUM IMPLICATIONS

Introduction

This final chapter of the Maryland Values Commission is directed toward the relationship between values education and curriculum.

Having defined a set of character and citizenship objectives of values education, the Commission examined the conditions in our public schools to determine to what extent these objectives were being met and by what extent schools fall short of meeting them.

The results of this process was the segmentation of our recommendations into six areas which have clear and obvious impact upon the students of every school. These areas are: (1) School Administration, (2) The Role of the Teacher, (3) Pupil Services Guidance Programs, (4) Other Agency Cooperation/ Discipline and Disruptive Behavior, (5) Parent Role, and (6) Curriculum Implications.

We have strongly indicated that after the family, the unquestioned key role in determining the quality of values education (and, in fact, all aspects of school life) is held by the principal of individual schools. In other reports, we also noted the vital function of teachers, counselors, and community resources outside of the school system. In each case, we attempted to identify potential areas of improvements or change which we believe would enhance the potential of those involved to impart more effectively the character and citizenship objectives put forth by the Commission.

One vital question remains. Given a supportive cast, how might schools develop or improve upon their efforts in developing traits of good character and citizenship among their students? What programs, courses, or general curricular modification should be considered? In submitting the Commissions' recommendations in this area, we shall try to place the issue in both local and national perspective.

Should Schools Teach Values and, If So, Why?

A recent series of reports by the Hastings Center concluded: "Perhaps the strongest reason for the explicit teaching of ethics is that moral values, ethical principles, and general stances towards the moral life are already constantly being communicated implicitly in the classroom and school as a whole. Yet that form of moral education is often casual, ad hoc, and not subject to rigorous standards."[7]

There is, in fact, a "hidden curriculum" that strongly influences students, and one must recognize that the human and economic prejudice and stereotyping that is part of all of our lives is heavily imprinted into the

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[7] The Teaching of Ethics in Higher Education. The Hastings Center, 1980, page 8.

daily classroom experience. One might conclude that the question is not whether schools should assume responsibility for teaching values but how can they most effectively deal with an issue which they cannot avoid?

It is equally clear that widespread professional support exists for specific efforts on the part of the school system to deal with values education. Sixty years ago, the Commission on the Reorganization of Secondary Education said:

> A schooling that imparts knowledge or develops skills or cultivates intellectual aptitudes, fails of its object if it leaves its beneficiaries no better morally--the greatest need of our boys and girls is character.[8]

> Thirty years ago, the National Education Association stated: There must be no question whatever as to the willingness of the school to subordinate all other consideration to those which concern moral and spiritual standards.[9]

And, in 1981, the Carnegie Foundation called for an attack in the schools on "civic illiteracy."

Such indeed was the thrust and central focus of American education. But during this century massive changes ensued. What began as an understandable movement against the indoctrination of rigid moral codes became "an excuse for teaching no ethics at all, and the tendency of educators to concentrate on technique rather than basic ideas compounded the felony." Writing in The American Mind, Henry Steel Commager noted this transition from "a moral code in which good and evil were significant terms and responsibility personal--to the complex impersonal practices of the twentieth century."[10]

But surely no one saw the change and the danger more vividly than Walter Lippmann who spoke with poetic insight on the eve of the gigantic human tragedy of World War II.

> Modern education is based on a denial that it is necessary or useful, or desirable, for the schools and colleges to continue to transmit from generation to generation the religious and classical culture of the Western world. It is, therefore, much easier to say what modern education rejects than to find out what modern education teaches. Modern education rejects and excludes from the curriculum of necessary studies, the whole religious tradition of the West. It abandons and neglects, as no longer necessary, the study of the whole classical heritage of the great works of great men.

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8 Henry W. Tulloch, Vital Speeches of the Day, 1982, page 365.

9 Ibid.

10 George C. S. Benson and Thomas S. Engeman, Amoral America, Carolina Academic Press, 1982, page 8.

> Thus, there is an enormous vacuum where until a few decades ago there was the substance of education....There is no common faith, no common body of principle, no common body of knowledge, no common moral and intellectual discipline. Yet the graduates of these modern schools are expected to form a civilized community. They are expected to govern themselves, they are expected to have a social conscience. They are expected to arrive by discussion at common purposes....We have established a system of education in which we insist that while everyone must be educated, there is nothing in particular that an educated man must know....The teacher has no subject matter that even pretends to deal with the elementary and universal issues of human destiny. The graduate of the modern schools knows only by accident and by hearsay whatever wisdom man has come to in regard to the nature of men and their destiny.[11]

Some might conclude this to be an overstatement and an interpretation which, due to its emphasis upon Western values, is too narrow for our pluralistic society. Nevertheless, it clearly articulates a concern that in varying degrees is being restated again and again today by an ever increasing number of leaders from all aspects of American life.

Certainly the words, for example, of Chief Justice Warren Burger sound very similar to those of Lippmann as he recently spoke of his great concern for the virtual elimination from public schools of "any effort to teach values of integrity, truth, personal accountability, and respect for others' rights."[12]

Finally, we would note the recently issued "Paideia Proposal": reflecting the deliberations of a most distinguished group of American educators who see a failing education system and who put forth bold reform proposals which they believe will better "prepare our children to be good citizens and to lead good human lives." One of three essential modes of learning called for in this education reform proposal is an "enlarged understanding of ideas and values," an effort which they point out "<u>has all too rarely been attempted in the public schools</u>."[13]

Does the American public agree? When asked by Gallup, "Do you believe that life is getting better or worse in terms of morals?" a shocking 78 percent said "worse."[14] Successive recent Gallup polls have noted support in the 80th percentile from parents for "instruction in the schools that would

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[11]Walter Lippmann, <u>Vital Speeches of the Day,</u> pages 200-203 (Delivered to the Association for the Advancement of Science--December 29, 1940).

[12]Terry Eartland, <u>The Wall Street Journal,</u> February 22, 1982, page 24.

[13]Mortimer J. Adler, <u>The Paideia Proposal,</u> MacMillan Publishing Company, 1982, pages 20, 23, and 28.

[14]Benson & Engeman, <u>Amoral America,</u> Carolina Academic Press, 1982, page 118.

deal with morals and moral behavior."[15] We note also the growth of private school enrollment while those of public schools are declining, the call for a school prayer amendment, and the movement for book censorship. To some degree, at least, these forces and others gain some of their support because of the dissatisfaction of many people with the adequacy and/or quality of academic education and the character and citizenship traits that are imparted in our public schools.

Surely it is not the intent of this Commission to place blame upon education leaders today for what has been a long trend widely supported by intellectual leaders in this country. Indeed many should be strongly commended for their beginning efforts to redress the imbalance that has been created. The Hastings Center study notes a "real shift beginning in the late 60's and continuing today which has resulted in a large and growing number of schools and persons involved in ethics education." In addition they note a renewed emphasis upon normative ethics or "how human beings might best lead their lives...."[16]

The methods used in developing character and citizenship traits in our schools vary widely but most observers divide current techniques into five general approaches although acknowledging frequent overlap. Appendix J lists these methods together with a brief description of each.

The Commission heard specific testimony concerning the operations of formal programs at both public and private schools throughout the state and, in addition, obtained current research data as well as written information on a wide variety of specific efforts in use throughout the country (see Appendix K).

The difficulty, however, of making reliable evaluations has made the Commission reluctant to endorse any specific course effort. Nevertheless, our experience has led us to the conclusion that specific effort to deal with character and citizenship development will, as Harvard President Derek Bok states, produce students who are "more alert in perceiving ethical issues, more aware of the reasons underlying moral priciples, and more equipped to reason carefully in applying these principles to concrete cases."[17]

The teaching of individual as well as social values is a fundamental responsibility of the public schools. In fact, it's our view that education without such a basis is a contradiction. Values are basic to knowledge and

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[15]"Traditional Values Favored," The Gallup Poll, Princeton, N.J., American Institute of Public Opinion, June 22, 1978.

[16]The Hastings Center, The Teaching of Ethics in Higher Education, 1980.

[17]Derek C. Bok, "Can Ethics Be Taught," Change, October 1976, page 30.

understanding of literature, art, music, history, democratic government, and human behavior. Values are learned. They are learned primarily at home, but they are also learned at school. It is incumbent upon the education leaders to accept this responsibility of the schools and to take those steps that will provide a values education approach that will be most beneficial for the pupils and that will earn the support of the community.

Values Education in Maryland Schools

The Commission's task was to assess the condition in Maryland's schools. An extensive program of school visits was conducted, and in addition during 1980 and again in 1982, we conducted a survey of each of the 24 school districts in Maryland seeking to determine: (1) what values education curriculum material was being used, (2) what teaching guides for teaching values was available, and (3) what policy statements concerning the teaching of values had been adopted by the boards of education.

The results of the 1980 survey as tabulated by Dr. Russell A. Hill[18] were as follows: (1) only one set of instructional materials was in use, (2) only three counties had more than incidental reference to the teaching of values in their curriculum guides, and (3) only two boards of education had policy statements regarding the teaching of values.

Dr. James Binko, Dean of the College of Education and Instructional Technology of Towson State University, in reviewing the survey, summed up the findings in saying that: "Little is done in values education as a planned and organized part of the school program in Maryland schools. The great majority of systems prefer to rely on an indirect approach...that is they see teaching values as an integral part of the K-12 curriculum."

In our follow-up survey of 1982, it was clear that most of Maryland school districts agreed with the above described statement of findings but disagreed with the assertion that little is being done in values education. We paraphrase a sampling of comments received which reflect the general perception of values education among many within the state system.

(a) Values education is inherent in all of education. (This was the most frequently made point.)
(b) Social studies curriculum covers the need, and, in addition, much library material dealing with values is available.
(c) We have programs in health education and parenting.
(d) Values are caught from teachers and should not be directly taught.
(e) Character objectives are being addressed in health education and citizenship objectives in social studies.

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[18]Dr. Russell A. Hill, Director, Moral/Citizenship Education Project, Research for Better Schools, Philadelphia, Pa.

(f) A special effort would cause trouble.

(g) Specific training in values is a new development which we do not view as essential.

Thus, while every school district in Maryland has formally adopted the character and citizenship objectives put forth by this Commission and has expressed agreement with the importance, in some way, of imparting these values, it is equally true that most feel that they are now adequately addressing the issue.

While we applaud this important first step, clearly the high degree of faith by local education associations (LEAs) in existing efforts to carry out what seems to be commonly held goals looms as the central issue that somewhat divides most of the school districts and the Maryland Values Commission. We would ask each district, not already engaged in serious review, to consider the concerns that are being so clearly articulated by a growing number of public educators, parents, special study groups, and the Maryland Values Commission and to very carefully determine if indeed they are exempt from these admonitions.

We of the Maryland Commission feel that our study and observations lead us to conclude that such confidence is not well placed. Surely, values are taught every day in every class, but we find agreement with the Hastings Center Report when it stated: "...that forms of moral education (methods we believe used by most of Maryland's schools) are often casual, ad hoc, and not subject to rigorous standards." By contrast, an open and organized effort "uncovers hidden assumptions, unchallenged and unexamined values, and treats the realm of morality with all the rigor and discipline of other areas of human study...."[19]

Surely, a critical difference exists but one, we would maintain, that does not represent major philosophical, curriculum, or potential cost differences.

The Commission recommends no specific existing curricular package and, in fact, agrees with the increasing number of parents and educators who have expressed a variety of concerns regarding some of these efforts. As noted by Dr. Edwin Delattre, President of St. John's College: "Many of the methods and materials used to teach moral education trespass on areas of student life that are not the business of schools and often present dilemmas that are thoughtless or trivial. Some are ladened with indoctrination or prescripture. Others, by stressing tolerance for other's values, are so insistently non-judgmental that they stand in danger of leading to a sterile

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[19]The Hastings Center, The Teaching of Ethics in Higher Education, 1980, page 8.

relativism that only begs moral questions."[20]

What should an organized and comprehensive effort include? Surely, as developed by different school districts, there will be reasonable variations. The Commission, however, considers the following characteristics to be vital to the values education program[21] in every school district:

Recommendation No. 46:

1. First and foremost, schools must have strong programs in history and government, literature, and the arts.

   "The humanities are to be studied because they show what human intelligence and will have done, how they have achieved what they have--and how they have failed, and why the questions and methods involved bear on human life and aspiration. Great traditions in the humanities from Socrates to the present stress the superiority of respect for evidence and reasoned discourse over idiosyncrasy, mere opinions, or prejudice as means of seeking the truth." (Edwin Delattre)

2. Careful evaluation and selection of textbooks and library material should take place to insure that the opportunity exists for students to harvest the richness of the humanities.

3. Schools should pay careful attention to extracurricular programs, including athletics, as these opportunities help students to understand team work, inter-dependency, and to develop self-esteem.

4. Students should learn about the world's major religions. Understanding and respect for beliefs and traditions which are central to others is an essential ingredient for healthy human relations.

5. Exposure to the vital moral choices before our society should be a focus of every school. These social and moral issues, such as poverty, the problem of how to live together in a multi-ethnic, multi-racial/multi-religious society, ecology, civic responsibility, and war and peace are examples of crucial human problems which students must deal with and begin to understand.

6. The development of local services and/or human service projects that provide students with a personal exposure to the needs and concerns of the elderly, the handicapped, the ill, the poor, can provide unique opportunity for students to grow and develop into caring and mature persons. In addition, the numerous cultural resources of the community such as museums, symphonies, etc. can add enrichment to student life and should be utilized by schools to the fullest extent possible.

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[20] The American School Board Journal, March 1981, "Use the Classics to Teach Moral Values," A. Graham Down and Edwin J. Delattre, page 25.

[21] By "program," the Commission means academic and non-academic efforts.

7. Effort to involve and to communicate with parents is an absolute necessity. They must know what the school's goals are and how they plan to achieve them. Parents can provide a unique kind of support and assistance to schools in the common task they share of nurturing the development of their children.

Many schools in Maryland may claim that strong programs exist in most if not all of the areas outlined above and, indeed, may do so with validity. And possibly it is for this reason that so many have expressed such confidence in their existing efforts--a confidence not shared by this Commission.

Thus, to ensure the effectiveness of the seven characteristics of an effective program or any other effort that LEAs choose to embark upon, we suggest the following:

Recommendation No. 47: We call upon each of Maryland's school districts to develop its own program that will more effectively transmit to each generation the character and citizenship objectives that are so vitally needed if we are to successfully face the challenges and needs of a free democratic society.

Such a program should be based upon the following general guidelines:

1. Development of a values program and the setting of common objectives should involve the entire school community and appropriate community resource agencies.
2. A well devised plan to impart character and citizenship objectives should begin at the kindergarten level and continue through the twelfth grade. Each subject area must seek to transmit these traits, whenever possible, in all phases of the instructional programs.
3. The program should be well known to the entire school community and continuing efforts must be made to maintain reasonable standards of achievement.
4. The program must be organized, comprehensive and have the structured flow of other disciplines. It should build upon earlier efforts and be appropriate to each age level.
5. The program should recognize that moral education must have an individual as well as social dimension. While it is obviously vital to improve institutional and community life and opportunity, it is equally important to be concerned with individual honesty, responsibility, and consideration for others.
6. The program must recognize the need and opportunity for teacher training.

It is only if the school programs are undergirded by these six development guidelines outlined above that there is any assurance that the

multitude of opportunities will be wisely and effectively utilized. For example, strong programs in the humanities obviously do not also insure that faculty will, in fact, have a clear grasp of the opportunity, the process, and the factors involved in cognitive and effective growth of mature human beings or that the overall program has the discipline, sequence, and repetition used to teach other subject matter.

The need is to identify program materials in all appropriate subject areas and to suggest a variety of appropriate plans for achieving stated objectives. These district-wide program guides will define the framework within which local schools will plan their teaching.

What should school districts do to develop their own responses to the concerns raised?

Recommendation No. 48:

1. The Maryland Values Commission requests that each LEA distribute copies of this report to appropriate officials including board members, parent-teacher association presidents, and interested community groups, and schedule several meetings designed to discuss and evaluate the recommendations contained herein.

2. Each LEA should establish a broad-based commission, including parents and community groups, designed to evaluate existing curriculum and instruction, examine the experience of other schools or school systems more thoroughly involved in character and citizenship education, and to aid in curriculum design or revision that will result in an organized, comprehensive, and structured values education program.

3. Once a plan is adopted, adequate inservice training programs for teachers must be developed. Such a program should be based upon the following principles:

   (a) Teachers must be well aware of the eighteen character and citizenship traits and should feel secure enough about their importance to be willing to deal with their practical application in an explicit way.

   (b) Application of the character and citizenship traits should be drawn from real or realistic experiences if they are to become part of the behavior pattern of students.

   (c) The teacher is a role model who must respect the rights of individuals and who must establish an honest, accepting, and non-threatening atmosphere in their classrooms.

4. Implementation must be monitored by the school's administration, and staff involved must be held accountable for meeting expected levels of performance.

5. The overall effort should be periodically evaluated by LEAs based upon established goals.

Recommendation No. 49: The State Department of Education should establish a resource center for values education and assign one or more persons the prime task for providing guidance to local LEAs who want and request aid in carrying out the recommendation of the Maryland Values Commission. Similarly, each LEA should develop a specialist who will be able to aid individual schools within their own districts.

Recommendation No. 50: Development and implementation of a program by LEAs need not and should not be delayed pending the receipt of additional resources. Most of the recommendations of this Commission are presently being dealt with in some manner. Changes in emphasis and minor shifting of resources that may be necessary should receive priority consideration.

Recommendation No. 51: We recommend that copies of the Maryland Values Education Commission's lists of character and citizenship values be distributed and appropriately displayed in every classroom in the State. We recommend that this recommendation be implemented by the Governor.

Conclusions

During the course of our study and deliberations, the members of the Maryland Values Commission have noted that while the overwhelming majority of Americans favor specific efforts in the schools directed toward character and citizenship education, there also exists serious disagreement as to what should be taught and how such effort should be undertaken. One of the leading advocates of values clarification has gone so far as to claim that the traditional values have become "meaningless platitudes or hypocritical meanderings."[22] The Commission does not agree. We would prefer the words of Edwin Delattre who, in commenting on this assertion, freely acknowledged the massive changes that have taken place in the world but also asserted that no such changes "have altered the fundamental features of what was formerly called, and can still be called, an honorable life. Judgment is not bigotry and indiscriminate sensitivity and tolerance may just be other terms for indifference."[23]

It is thus in this spirit that the Maryland Values Commission has asked each of the Maryland school districts to take a stand, to adopt a clear statement of character and citizenship objectives for their schools, to examine the role the principals, teachers, counselors, parents, and community groups play or might play in furthering these goals, and finally, to provide the leadership in establishing an organized and comprehensive and sequential system that will enhance the potential of all involved to better achieve goals which are so central to the survival of our free democractic society.

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[22]Edwin F. Delattre, William J. Bennett, "Where the Values Movement Goes Wrong," Change Magazine, February 1979, page 40.

[23]Ibid, page 41.

During the four years of our deliberations, the Commission members have been constantly reminded of, or in some cases, have learned an important and vital lesson. In spite of divergent ethnic and religious backgrounds, differing work experience, and varying political interest, we have, through open and informed discussion, been able to reach strong and clear agreement on a difficult subject of grave concern for all citizens of this country. It is a process which we believe exemplifies the genious and glory of a free democratic system. But this fragile jewel of human civilization must be carefully nutured by a concerned citizenry that understands and is committed to its maintenance and its basic values. Surely such a task is not and cannot be the sole burden of the school system. But it is equally true that Americans who have always had such a strong faith in the importance of education and its potential to make a difference in the lives of citizens are, once again, as they have in the past, expecting schools to seriously address character and citizenship issues.

Thus, it is that the Maryland Values Commssion, with a clear understanding of the enormous demands already placed upon our teachers and educational leaders, respectively request the most serious consideration of these vital issues that bear so heavily upon the quality of all of our lives and those of our children.

SENATE JOINT RESOLUTION No. 68
(81r4089)

Introduced by Senator Levitan

Read and Examined by Proofreader:

_____
Proofreader.

_____
Proofreader.

Sealed with the Great Seal and presented to the Acting Governor, for his approval this_____day of_____ at_____o'clock,_____M.

APPROVED
BY THE GOVERNOR
MAY 16 '78

_____
President.

RESOLUTION NO. 26 AM

A Senate Joint Resolution concerning

Values Education Commission

FOR the purpose of requesting the Governor to establish a Commission to identify and assess ongoing programs in morals and values education in the schools of Maryland, if any, and to make recommendations toward the implementation of these programs into the curriculum.

Our fellow citizens generally are greatly concerned today by the apparent diminution of our traditional adherence and devotion to high standards of moral and ethical conduct. This concern is felt to pervade the areas of both private and personal interrelationships and public governmental activities.

Unhappily, all too often one observes or learns by extensive publicity of breakdowns in the normal standards of individual behavior and violations of public trust.

Although the great majority of our people are aware of this unhappy condition, a sense of helplessness as to how to bring about a remedy appears to have taken hold of their consciousness. Concentrated attention to procedures which

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EXPLANATION:
Underlining indicates amendments to the resolution.
~~Strike-out~~ indicates matter stricken by amendment.

might serve to inculcate an appreciation of and devotion to our best values is called for. Responsibility for formulating a broad program of values education surely rests on the popularly elected State Legislature as well as educators.

The obvious first problems to face are: "Where do we begin, and how far do we go?" Our leading national thinkers, educators, clergymen, and learning experts agree that the elementary school is the appropriate place to start a program of appreciation of ideals and desirable personal and public conduct. It is at this time students develop positive attitudes about our form of government, moral codes, and value judgments.

The early school years are especially important because a critical stage of development is beginning - that of thinking in the abstract, making judgments that will form the basis of character for the years to come.

But these concerns must be carried through to middle school, high school, and college, and into personal and public life. The intermediate years are times of experimentation and value assessment; the upper years are periods of judgment and value testing.

~~The total curriculum should be organized around concepts which foster effective citizenship skills, and while values must not be taught explicitly, they must be taught implicitly by content examples.~~

There are large numbers of parents and educators who feel deeply that today's society and particularly our schools, must address this void in the educational orientation and development of our children; now, therefore, be it

RESOLVED BY THE GENERAL ASSEMBLY OF MARYLAND, That the Governor appoint a 20-member Commission, with adequate funding, for the purpose of identifying and assessing ongoing programs in moral and values education in the schools of Maryland, and to make recommendations toward the implementation of Values Education into the curriculum.

The Commission should be balanced on the State and local level, and comprised of representatives from the following: State Department of Education, State Government, State School Board, local school board, State Association of PTA's, curriculum specialists, school teachers, school principals, clergy (Judeo-Christian sector), youth, school counselors, Chamber of Commerce, Department of Labor, and Industrial Development, media, sports, service organization, and the public at large.

Suggested materials should include materials that provide good role and good deed models and attitudes that

foster a sense of civic morality. Examples are: Lives of our early founders, great Americans of the past and present, the great documents which were the basis of the heritage of America, notable statements of principle by recent minds that emphasize devotion to ethical and moral values; and be it further

RESOLVED, That this program should not require a separate course designation with its own block of time in a school period. It could, however, be an addition to or used in conjunction with all areas of the curriculum with special emphasis in Social Studies or American History. To be useful, though, it would need to be treated as a distinct element of each course with its own resources and its own unique implementation format. ~~If approached thoughtfully, and carried out skillfully, this~~ This type of "values" program will serve to foster a respect for high standards of conduct and help students make effective value judgments, and to familiarize them with their "place in the world"; and be it further

RESOLVED, That it is the sense of the General Assembly that the type of "values education" described is desirable from the point of view of elevating the general ethical and moral standards of our future citizens; and be it further

RESOLVED, That copies of this Resolution be sent to the Acting Governor, the Honorable Blair Lee III; the President of the State Department of Education, the Honorable Richard Shifter, P.O. 8717, Baltimore-Washington International Airport, Baltimore, Maryland 21240; and the State Superintendent of Schools, Dr. David W. Hornbeck, P.O. Box 8717, Baltimore-Washington International Airport, Baltimore, Maryland 21240; and be published generally throughout the State.

Approved:

_____
Acting Governor.

_____
President of the Senate.

_____
Speaker of the House of Delegates.

RICHARD SCHIFTER
PRESIDENT

PLEASE REPLY TO
6907 CRAIL DRIVE
BETHESDA, MARYLAND 20034

MARYLAND STATE BOARD OF EDUCATION
P.O. BOX 8717
BALTIMORE-WASHINGTON INTERNATIONAL AIRPORT
BALTIMORE, MARYLAND 21240

May 21, 1979

Stephen H. Sachs, Esquire
Attorney General
1 South Calvert Building
Baltimore, Maryland 21202

Dear Mr. Attorney General:

I am addressing this letter to you in my capacity as Chairman of the Values Education Commission.

The Commission has asked me to request your opinion on the following question: Are there any legal impediments to the teaching of ethical values in the public schools?

This question has arisen because members of the Commission have been told by teachers and other school officials that the teaching of values may violate the principle of separation of church and state. Since the Commission first instructed me to write to you, I came across the enclosed article by Harry J. Hogan, in the May 20, 1979 issue of the New York Times, which states most succinctly the point of view with which our Commission is concerned: "There is no way that ethics can be taught in state-supported schools and universities without violating the First Amendment prohibition against the establishment of religion."

It is our Commission's impression that Mr. Hogan's statement and the similar views expressed by staff members of our State's public school systems are incorrect. We, therefore, request your opinion on this subject, so that the Boards of Education and staffs of our State's public school systems can be properly advised.

Sincerely yours,

Richard Schifter

Richard Schifter

RS/rmc
Enclosure

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July 19, 1979

Mr. Richard Schifter
Chairman
Values Education Commission
6907 Crail Drive
Bethesda, Maryland 20034

Dear Mr. Schifter:

On behalf of the Values Education Commission ("Commission"), you have requested our opinion on whether there are any legal impediments to the teaching of ethical values in the public schools. According to your recent letter, this issue has arisen because members of the Commission have been told by various school personnel and parents that the teaching of values may violate the First Amendment principles of separation of church and state as well as certain privacy rights. For the reasons given below, we have concluded that the fact that ethical values are taught in the public school system does not, standing alone, violate the Establishment and Free Exercise Clauses of the First Amendment of the United States Constitution 1/ or any privacy rights arising under the First Amendment. In reaching this conclusion, we have addressed only the narrow but crucial issue of constitutionality. We have not reviewed any particular curriculum materials to see if they comport with the tenets of the First Amendment. It has not been necessary to do so in order to resolve the constitutional questions. However, it is important to point out that although, in theory, the teaching of values in the public school system

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1/ "Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof. . . ."

is not constitutionally deficient, certain specific subjects and methodologies taught or employed in the name of "values education" could, in fact, violate the religion clauses or the privacy rights of a student. For example, courses that foster a "religion" or secularism, group sensitivity sessions that intrude relentlessly into a student's inner thoughts, and compulsory questionnaires that focus on a student's emotional feelings and probe family interpersonal relationships appear to us to present serious constitutional problems in a public school setting. But analysis of these possible issues is not our present task.

The interplay of the two religion clauses of the First Amendment, which prevent the establishment of religion and prohibit infringement of its free exercise, have been given broad meaning and interpretation by the Supreme Court. As summarized in Everson v. Board of Education, 330 U.S. 1, 15 (1947): "The structure of our government has, for the preservation of civil liberty, rescued the temporal institutions from religious interference. On the other hand, it has secured religious liberty from the invasion of the civil authority."

Accordingly, two fundamental principles of "voluntarism" and "separation" emerge from these complementary clauses. The Free Exercise Clause guarantees freedom from any degree of coercion in matters of belief while the Establishment Clause, through the principle of separatism, ensures the integrity of church and state. Note, Toward a Constitutional Definition of Religion, 91 Harv. L. Rev. 1056, 1058 (1978). The confines of the Establishment Clause have been stated as follows:

> "The 'establishment of religion' clause of the First Amendment means at least this: Neither a state nor the Federal Government can set up a church. Neither can pass laws which aid one religion, aid all religions, or prefer one religion over another. . . .In the words of Jefferson, the clause was intended to erect 'a wall of separation between church and State.'" Everson v. Board of Education, 330 U.S. 1, 15-16 (1947), quoting Reynold v. United States, 98 U.S. 145, 164 (1878).

Thus, the Supreme Court has given this clause a liberal but firm interpretation that its object "was to create a complete and

permanent separation of the spheres of religious activity and civil authority by comprehensively forbidding every form of public aid or support for religion." Id. at 31-32. To be upheld under the strictures of the Establishment Clause: the purpose of a law or activity must be clearly secular; its primary effect must neither advance nor inhibit religion; and it must avoid excessive governmental entanglements with religion. Committee for Public Education v. Nyquist, 413 U.S. 756, 773 (1973).

Expressed another way, the proper role of the government is one of neutrality in religious theory, doctrine, and practice. Epperson v. Arkansas, 393 U.S. 97, 103-04 (1968); Abington Township v. Schempp, 374 U.S. 203, 222 (1963). This neutrality carries over to the Free Exercise Clause, which recognizes the value of religious training and observance and focuses on the individual's right to choose his or her own course in religion "free of any compulsion from the state." Abington Township v. Schempp, 374 U.S. at 222. Therefore, to determine that a law or activity violates the Free Exercise Clause, it is necessary to show some type of coercion. Religious groups often invoke this clause to gain exemption from general regulatory statutes, and a balancing test that weighs any incidental burden on an individual's free exercise of religion against a compelling state interest in the regulation of a particular subject has emerged. Sherbert v. Verner, 374 U.S. 398, 403 (1963). 2/

Of course, before applying any of the applicable tests there must be a determination of whether the teaching of morals and ethics in the curriculum of the public schools constitutes a religious activity. Recently, the Third Circuit, in Malnak v. Yogi, Nos. 78-1568 and 78-1882 (3rd Cir. Feb. 2, 1979), aff'g 440 F. Supp. 1284 (D.N.J. 1977), held that the teaching of the Science of Creative Intelligence - Transcendental Meditation (SCI/TM) in the New Jersey public high schools constituted a religious activity and thus violated the Establishment Clause. This holding reflected past decisions which had found that, for purposes of the First Amendment, religion does not have to encompass

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2/ See Giannella, Religious Liberty, Nonestablishment, and Doctrinal Development, Part 1, The Religious Liberty Guarantee, 80 Harv. L. Rev. 1381 (1967), for a more detailed analysis of this balancing test as applied by the courts in assessing religious liberty claims.

a belief in the existence of God. Welsh v. United States, 398 U.S. 333, 340-41 (1970); United States v. Seegar, 380 U.S. 163, 185 (1965); Torcaso v. Watkins, 367 U.S. 488, 495 (1961). Neither does an activity have to be formally connected with a recognized religious sect to be labeled religious. Engel v. Vitale, 370 U.S. 421, 430 (1962).

However, notwithstanding these expansive interpretations, religion certainly cannot be construed to envelop an educational program that attempts merely to impart basic ethical and moral values to the children of this society. On this point, the District Court in Malnak v. Yogi stated:

> "Similarly, principles which society at large finds beneficial and useful are not religious in nature merely because similar principles are common to the dogmas of many religious sects. For example, a public school could teach its students that it is wrong to steal or murder without violating the establishment clause. The public school could not teach its students to refrain from stealing because God has proscribed it. The principle is not necessarily religious, but becomes religious if taught as a divine law." 440 F.Supp. at 1316-17, n.20 3/

Consequently, the fact that an educational program teaches moral and ethical views that have their roots in the Judeo-Christian heritage would not, of itself, make such activity religious in nature. "The term 'education' includes cultivation

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3/ This thought mirrors Justice Brennan's concurring opinion in Abington Township v. Schempp, 374 U.S. 203, 300 (1963), in which he explicitly states that although morning devotional exercises in the public schools are constitutionally infirm, there is nothing that forecloses teaching about the Bible or religion in the classroom. "To what extent, and at what points in the curriculum, religious materials should be cited are matters . . . to entrust very largely to the experienced officials who superintend our Nation's public schools."

of morality as well as attainment of knowledge and intellectual culture." Kaplan v. School Dist. of Philadelphia, 178 Pa. Super. Ct. 88, 90, 113 A.2d 164, 166 (1955). Indeed, one commentator has observed that moral education has always been "implicitly" taught in American schools.

> "In all schools, students are exhorted to 'be themselves', and at the same time to 'get along', a compound of individualistic and social morality. By gentle persuasion, and on occasion by overt pressure, the schools enforce conventional personal behavior, civil virtues, parental moral codes and their own professional ethics." Bereday, Values, Education and the Law, 48 Miss. L.J. 585, 587 (1977).

Consistent with this tradition, your Commission is now attempting to formulate broad guidelines for the formal teaching of values in the schools (e.g., self-esteem, a sense of duty, personal integrity, tolerance for the rights of others). This appears to be an attempt to recognize and meet head-on the fact that high juvenile crime rates, cheating epidemics in all levels of schooling, and the "Watergates" of our nation are indicia that our moral fibre needs strengthening. See, Essay Review, Moral Education Without Moral Education, 49 Harv. Educ. Rev. 240 (1979).

It follows that values education serves the legitimate secular purpose of preparing individuals to be self-reliant and self-sufficient participants in society. Wisconsin v. Yoder, 406 U.S. 205, 211 (1972). In doing so, it does not seek to aid or inhibit any particular religion. Additionally, the teaching of values does not of itself interfere with or burden anyone's freedom of belief. This is not to say that there could not be incidental course discussions of religion or that at times certain "traditional" ethical values may not be espoused. Although there must be a complete and unequivocal separation of church and state, the First Amendment "does not say that in every and all respects there shall be a separation. . . .Rather, it studiously defines the manner, the specific ways, in which there shall be no concert or union or dependency one on the other. That is the common sense of the matter." Zorach v. Clauson, 343 U.S. 306, 312 (1952). The state must be firmly committed to a position

of neutrality in religious matters, but it is not required to take an adversarial posture or to handicap religions. Everson v. Board of Education, 330 U.S. 1, 18 (1947).

We are not unaware of the debate that has accompanied values education by parents who believe that the school curriculum should stick to the "3 R's" or that courses in values represent intrusions into the privacy of family life.4/ This controversy is not unlike that surrounding the teaching of sex education courses, and it is important to note that the courts have uniformly upheld these courses when challenged by parents as violating the Establishment and Free Exercise Clauses of the First Amendment as well as privacy rights. See, e.g. Mercer v. Michigan State Board of Education, 379 F. Supp. 580 (E.D. Mich. 1974); Cornwell v. State Board of Education, 314 F. Supp. 340 (D. Md. 1969); Citizens for Parental Rights v. San Mateo County Board of Education, 51 Cal. App. 3d 1, 124 Cal. Rptr. 68 (1975); Hopkins v. Hamden Board of Education, 29 Conn. Supp. 397, 289 A.2d 914 (1971); Medeiros v. Kiyosaki, 478 P.2d 314 (Haw. 1970).

These decisions reflect the State's "undoubted right to prescribe the curriculum for its public schools" as long as its programs neither aid nor oppose any religion. Epperson v. Arkansas, 393 U.S. 97, 107 (1968). Only when that power is abused and there are attempts to tailor learning to the principles or prohibitions of a particular religious sect or dogma will the Courts interfere. (For example, in Epperson, a criminal statute prohibiting the teaching of the Darwinian theory of evolution was struck down.) To allow parents to regulate their children's education to conform with their religious beliefs would "tend to render a well-regulated public school system vulnerable to fragmentation whenever sincere, conscientious religious conflict is claimed." Hopkins v. Hampden Board of Education, 289 A.2d at 924. Neither may the fear that a state education law might be deliberately violated by one or more school teachers or administrators warrant the decision that a values education course is unconstitutional. "The Court cannot assume that any religious activities seep into or permeate the secular purposes of the curriculum." Id. at 923.

Parents opposed to values education might allege that these courses would interfere with their parental authority to teach ethical values at home as well as their right to privacy under the First Amendment.5/ In the challenges to sex and family

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4/ See Struck, "School Debate Heats Up Over Teaching of Values", The Sunday Sun, May 27, 1979, at A1.

5/ See, e.g., Griswold v. Connecticut, 381 U.S. 479, 483 (1968).

education courses, the two most often cited authorities for this position are Meyer v. Nebraska, 262 U.S. 390 (1923) (upholding the rights of parents to have their children learn a foreign language) and Pierce v. Society of Sisters, 268 U.S. 510 (1925) (upholding the rights of parents to have their children educated in private schools). It is true that in these and related cases, the Supreme Court has recognized that "the custody, care and nurture of the child reside first in the parents, whose primary function and freedom include preparation for obligations the state can neither supply nor hinder." Prince v. Commonwealth of Massachusetts, 321 U.S. 158, 166 (1944). But it has never been held that the rights of parents or the family itself are beyond regulation in the public interest. Parham v. J.L., 47 U.S.L.W. 4740, 4745 (U.S. June 19, 1979).

In its role as parens patriae, the State legitimately has restricted parental control through compulsory attendance laws, child labor laws, health measures such as vaccinations, and other ways.

> "[The state's] authority is not nullified merely because the parent grounds his claim to control the child's course of conduct on religion or conscience. . . . [T]he state has a wide range of power for limiting parental freedom and authority in things affecting the child's welfare; and this includes, to some extent, matters of conscience and religious conviction." Prince v. Commonwealth of Massachusetts, 321 U.S. at 166-67.

Thus, an earlier challenge by Maryland taxpayers seeking to prevent the implementation of sex education courses on this very basis (i.e., that as parents they had the exclusive constitutional right to teach their children about such matters at home) was rejected by the court, which characterized the theory as a "novel proposition." Cornwell v. State Board of Education, 314 F. Supp. at 342.

In conclusion, it is our belief that values education may be included in Maryland's curriculum for its public schools without infringing on any First Amendment rights. Of course, such programs must steer a neutral course in the religious sphere and maintain the firm wall that separates our religious and secular

lives. Also, such courses must preserve the classroom as a true "market place of ideas" and avoid a "religion of secularism" or the indoctrination of one-sided views. The controversy that has arisen stems from fear of governmental intrusion into personal lives, and the Commission has a sensitive task ahead. Obviously, programs that would require disclosures relating to a student's innermost thoughts and facts relating to the personal and intimate lives of families should be avoided. "The vigilant protection of constitutional freedom is nowhere more vital than in the community of American schools." Shelton v. Tucker, 364 U.S. 479, 487 (1960).

Very truly yours,

Stephen H. Sachs
Attorney General

Ellen M. Heller
Assistant Attorney General

Avery Aisenstark
Principal Counsel,
Opinions and Advice

PUBLISHED OPINION OF THE ATTORNEY GENERAL

Harry Hughes
Governor

State of Maryland
Values Education Commission
MARYLAND STATE DEPARTMENT OF EDUCATION
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The Honorable Eugene J. Zander

(Approved by the Commission, July 30, 1979)

VALUES EDUCATION COMMISSION — STATE OF MARYLAND

STATEMENT OF PURPOSE

ORIGIN AND MANDATE

On May 16, 1978, the Governor of Maryland approved Senate Joint Resolution 64 of the General Assembly creating a Values Education Commission "to identify and assess ongoing programs in morals and values education in the schools of Maryland" and to formulate recommendations that will reinforce "our traditional adherence and devotion to high standards of moral and ethical conduct" in personal and public life.

The members of the Commission, 23 citizens of Maryland from various backgrounds, were appointed in January, 1979. The Commission's initial meeting took place on February 26, 1979, and the Commission has met at monthly intervals since that time.

AN EROSION OF VALUES AND CONDUCT

In its creation of the Commission, the General Assembly noted the widespread recognition of the breakdown "in the normal standards of individual behavior and violations of public trust" and a sense of helplessness about how to improve the situation. It said "the elementary school is the appropriate place" to encourage "ideals and desirable personal and public conduct." In these early years students form their values, attitudes, and conduct that will be the basis of their personal character and behavior as citizens. Values education, the General Assembly noted, should be continued in junior and senior high school.

CHARACTER AND CITIZENSHIP EDUCATION

In harmony with the joint resolution, the Commission takes the view that the public schools are appropriate, indeed necessary, institutions in a democratic society for defining and encouraging character and citizenship values. The schools cannot supplant the role played by the family and religion in values education, but they can reinforce positive attitudes and behavior and counteract negative influences on the students.

The Commission recognizes that responsible personal and citizenship behavior can be encouraged by the entire public school experience as well as by special efforts within the curriculum to deal with the rights and duties of citizens in a democracy.

The Commission also recognizes that there is no neat dividing line between those character attributes that relate to the student's life in the family and school and those that relate to the student's behavior as a citizen. For convenience, however, we have defined two overlapping categories—character values and citizenship values. Some of the major objectives of each are noted below:

CHARACTER OBJECTIVES

1. Personal integrity and honesty rooted in respect for the truth, intellectual curiosity, and love of learning.
2. A sense of duty to self, family, school, and community.
3. Self-esteem rooted in the recognition of one's potential.
4. Respect for the rights of all persons regardless of their race, religion, sex, age, physical condition, or mental state.
5. A recognition of the right of others to hold and express differing views, combined with the capacity to make discriminating judgments among competing opinions.
6. A sense of justice, rectitude, fair play and a commitment to them.
7. A disposition of understanding, sympathy, concern, and compassion for others.
8. A sense of discipline and pride in one's work; respect for the achievements of others.
9. Respect for one's property and the property of others, including public property.
10. Courage to express one's convictions.

CITIZENSHIP OBJECTIVES

1. Patriotism: love, respect, and loyalty to the United States of America, and the willingness to correct its imperfections by legal means.
2. An understanding of the rights and obligations of a citizen in a democratic society.
3. An understanding of other societies in the world which do not enjoy the rights and privileges of a democratic government.
4. Respect for the U. S. Constitution, the rule of law, and the right of every citizen to enjoy equality under the law. An understanding of the Bill of Rights and a recognition that all rights are limited by other rights and by obligations.
5. Respect for legitimate authority at the local, state, and federal level.
6. Allegiance to the concept of democratic government as opposed to totalitarian rule. A recognition that such government is limited by the separation of powers and by the countervailing role of other institutions in a pluralistic society—principally the family, religion, the school, and the private sector of the economy.
7. Recognition of the need for an independent court system to protect the rights of all citizens.
8. An acceptance of all citizenship responsibilities at the local, state, and national levels and a commitment to preserve and defend the United States and its democratic institutions.

THE COMMISSION'S PROGRAM

Having defined the foregoing objectives of values education, the Commission plans to examine the conditions in our public schools to determine to what extent these objectives are indeed met and to what extent conditions in the schools fall short of meeting them. Where the Commission hears of or finds that an exemplary program is in effect, it will call attention to them and will note them in its recommendations. If it is established that conditions in the public schools do fall short of meeting the Commission's defined objectives, the Commission will seek to formulate recommendations for submission to the Governor, the General Assembly, and the State Board of Education as to the steps to be taken to effect improvements.

STATE OF MARYLAND
VALUES EDUCATION COMMISSION
MARYLAND STATE DEPARTMENT OF EDUCATION
200 WEST BALTIMORE STREET
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HARRY HUGHES
Governor

RICHARD SCHIFTER
Chairman
MARY ANN KIRK
Vice Chairwoman

STATEMENT OF THE MARYLAND VALUES EDUCATION COMMISSION

July 21, 1980

Background

In our Statement of July 30, 1979, a copy of which is attached hereto, we defined the character and citizenship goals which, we believe, should help guide the educational program of the public schools of our State. We then pledged ourselves to conduct an examination of the schools of the State so as to try to determine whether they attain these goals and, in case we find them falling short, to offer recommendations as to what it is that can be done to improve the chances of indeed realizing the objectives which we have suggested.

Since our Statement of July 30, 1979, members of this Commission have visited 37 schools--senior high schools, junior high and middle schools, and elementary schools--in all geographic regions of the State. We believe that we have subjected to searching examination a true cross section of our public schools, and, as a result of our intensive discussions with school officials, parents, and students have acquired a great deal of understanding of what it is that now goes on in our public schools that relates to the work of this Commission.

The conclusions which we have reached are, at this point, tentative. We are interested in obtaining the thoughts, comments, and suggestions of the general public on the issues with which we are here dealing and will schedule public hearings for that purpose in the fall of this year. However, we believe that such hearings could be most useful and meaningful if we were to inform the public of our findings and our tentative conclusions, so that we can get reactions to our specific recommendations. It is, therefore, our plan to commence work on a report of our findings and tentative conclusions, distribute copies of this report to the interested public, have hearings thereon, and then prepare our final document.

Ethical Values--Findings and Conclusions

Next to the family, in a significant number of cases supported by religious institutions, the school is the most important character-forming agent in the life of every school-aged child. Every child is necessarily heavily influenced by the thoughts and attitudes to which he or she is exposed in school. That influence stems not only from teachers and school administrators but from a child's peers as well. It is thus not only the instructional program and the moral teachings imparted to the child that help mold the child's character and attitudes, but the entire atmosphere of the school, the norms that govern the society which the school community has formed.

The homes from which school children come, as we have said, play a most critical role in character formation and the characters thus formed define in a significant part the norms under which a particular school community will function. As already noted, this Commission has heretofore set forth the values which, we believe, are the values of our society, values which the overwhelming majority of families throughout our country try to inculcate in their children. What we would like to see in our schools is encouragement of those values and discouragement of values which are in direct conflict with those which we regard as the core values of our society.

What does it take for a school to reinforce those values which the great majority of families wants to see developed in their children and discourage those counter-values which contradict the teachings of these families? That is the question which our Commission has sought to explore. What we have found to be the most significant factors in defining the spirit of a school are its geographic location, the stability of the surrounding community, and the spirit which guides the families whose children attend the school. We have discovered striking differences between, let us say, a school in a rural setting, whose principal has been at the school for ten years or more, a majority of whose teachers may have been at the school for more than twenty years, a school located in a community with a stable population and a stable family setting, when compared with a school in an urban or suburban setting, with rapid turn-overs of principals and teachers, with a transient community, with 85 percent of the children from broken homes, many of them the children of teen-age mothers, and with a history of drug addiction in many of the families.

All of the foregoing factors are given. The school can do next to nothing to change the setting in which it finds itself. What it can do is try to make the most of the opportunities offered by the first case and to try as hard as it can to overcome the obstacles presented by the second case.

How, then, should the school gear itself up to make full use of given

opportunities and prepare itself to overcome obstacles? Our Commission is of the view that one of the most important contributions which the school system, as such, makes to these efforts is to provide leadership through the building principal. The approximately 1,325 men and women who serve thoughout our State as public school principals form the backbone of our public school system.

Accordingly, we believe that the first substantive chapter of our report should discuss the role of the principal and offer specific recommendations dealing with the selection, inservice training, evaluation, support, incentives for, and, if necessary, the involuntary termination of the services of principals.

While the principal, as the leader of the professional staff, can set the tone for a particular school community, teachers will obviously play an important role in setting the tone in individual classrooms. Collectively, they will, under the principal's leadership, if that leadership is properly exercised, also help set the tone for the entire school. While we consider the general question of teacher selection and teacher pre-service and in-service training to be beyond the scope of our study, we shall dwell, in our second chapter, on those aspects of pre-service and inservice training that deal with values education, as we have defined that term, and with the question of whether there is validity to the allegation that some negotiated agreements between school boards and teachers organizations tend to restrict the ability of a school's administrative staff to set an appropriate tone for a school community.

A critical role in fostering proper moral and ethical values can be played by school counselors, particularly for those students whose families are in a state of disintegration and who, therefore, do not obtain the kind of support which a family is usually able to render. In our third chapter, we shall closely examine the performance of counseling staffs and make recommendations as to how their effectiveness might be improved.

Parents influence, understand, and support the school program when they have a voice in shaping it. When the school and home are pulling in the same direction, the child is greatly benefited. This happens as a matter of course in some communities. In others it takes expert leadership by the principal and effective cooperation by the teaching staff to reach out to parents and work with them in fostering the development of sound values among the students of the school. A discussion of methods that will encourage the participation of parents in the life of a school community will constitute the fourth chapter of our report.

In some very serious crisis situations, the schools, standing by themselves, are not able to deal with the social problems presented by a youngster who deviates significantly from prevailing moral and often legal

norms. In our fifth chapter we plan, therefore, to discuss the need for closer working relations between schools, on one hand, and private and public social agencies, religious institutions, health agencies, the Juvenile Services Administration, the juvenile justice system, and the police, on the other hand.

Our first five chapters will thus deal with problems of school administration and staff training, rather than with the content of a school's educational program. A sixth area, which we have discussed, but on which we have not reached a decision, concerns the infusion of values education into the curriculum, either as a distinct new course or as part of existing courses. This is a question on which the Commission will focus and come to a conclusion before formulating its tentative report.

Citizenship Values

In its Statement of Purpose of July 30, 1979, the Commission set forth ten character goals and eight goals related to citizen education goals. We recognized that the distinction we made was somewhat arbitrary but felt it would be useful to distinguish between those values which relate to a youngster's basic character and those which concern his knowledge and understanding of and sympathy for the principles on which a democratic society is built.

In our efforts to date we have focused almost exclusively on the role of the school as it relates to character values and objectives. We believe that we should now continue on that path and complete a report on our findings in that area. Once that task has been completed we intend to turn to our second broad task, that of studying the subject of democratic citizenship and then preparing a report thereon.

ARNOLD L. HAYES, *Petitioner*
v.
BOARD OF EDUCATION OF
CARROLL COUNTY, *Respondent*

No. 78-2
January 31, 1978

OPINION

Arnold L. Hayes has filed this appeal from an action of the Board of Education of Carroll County alleging, in essence, the following:

1. that he served as a classroom teacher in the Carroll County public schools from 1958 to 1960;
2. that he served as an elementary school principal in the Carroll County public schools from 1960 to 1976;
3. that he was relieved of his duties as principal on or about August 28, 1976 and assigned to a classroom teaching position for the school year 1976–77, though his salary and fringe benefits were for that year maintained as if he were serving as a principal;
4. that his requests for a hearing on the reassignment were denied;
5. that he was notified on or about April 14, 1977 that he would not be reappointed as principal for the school year 1977–78 and that his principal's salary and fringe benefits would cease as of June 30, 1977;
6. that he requested "a public adversary hearing," which the County Board denied, although it granted him an opportunity to meet with the Board in executive session.

From other submissions made to us in this matter, it is clear that Mr. Hayes is continuing his service in the Carroll County public schools in 1977–78 as a classroom teacher and, it appears, that his position as a teacher is not in jeopardy and, therefore, not in issue in this case. It is on these factual allegations that Mr. Hayes has asked this Board for relief on the grounds that his rights under Article 77, Sections 59 and 114 of the Maryland Code and under the Due Process Clause of the Fourteenth Amendment to the U. S. Constitution have been violated, and that his demotion was arbitrary, capricious, without just cause and violative of the Master Agreement between the Carroll County Board and the Association of Public School Administrators and Supervisors of Carroll County. (The "Notice of Appeal and Request for Hearing," together with attached Exhibits, are set forth in the Appendix.)

Instead of assigning this matter to a Hearing Examiner, this Board took up the case directly, in order to determine whether it states a complaint upon which this Board can grant relief. We decided that we could not and in a brief opinion stated that "the assignment and transfer of employees of a local school system is within the exclusive authority of the county superintendent and the county board of education." MSBE Opinion 77-16. Mr. Hayes thereupon requested that that Opinion be reconsidered and we granted that request and suggested to the parties that they submit memoranda on the issue or issues posed. This they have done.

At the outset, we note that Mr. Hayes does not allege that the Board's action to transfer him to a teaching position constitutes discrimination on the grounds of race or religion, or was designed to penalize him for his exercising a Constitutionally protected right. If he had so alleged, he would be entitled to a hearing on the questions thus posed. *Williams v. Albermarle City Board of Education*, 508 F. 1242 (4th Cir. 1974), *Reynolds v. Abbeville County School District*, 554 F. 2d 638 (4th Cir. 1977), *Bernasconi v. Tempe Elementary School District No. 8*, 548 F. 2d 857 (9th Cir. 1977). Instead, this case comes to us in a posture in which the issue before us is whether a local Board which decides that the interests of the school system would best be served by transferring a principal to a teaching position can do so only after granting the principal a hearing.

We are faced, in this case, once again with the contention of a local Board that we lack jurisdiction to hear a case such as this. This question was discussed fully by us in *Wojtuleuicz v. Board of Education of Baltimre County*, MSBE Opinion 73-3, and we urge once again that our analysis of the relevant decisions of the Maryland Court of Appeals and the United States District Court for the District of Maryland be examined by counsel. Nothing contained in *Halsey v. Board of Education*, 273 Md. 566 (1975), or *Zeitschel v. Board of Education*, 274 Md. 69 (1975), negates the conclusions reached by us in our discussion of our jurisdiction in *Wojtuleuicz*.

We do agree with the local Board that in view of the fact that Mr. Hayes did not avail himself of the grievance procedure set forth in the Master Agreement between the Carroll County Board and the Association of Public School Administrators and Supervisors of Carroll County, he cannot rely on the Master Agreement in his appeal to this Board. All that this Board is called upon to do in this case is to "explain the true intent and meaning of the provisions" of Article 77 of the Code, as those provisions apply to the issue posed by Mr. Hayes. Article 77, Section 6(d), Maryland Annotated Code.

The essence of Mr. Hayes' case is that "he has been deprived of a substantial property interest, i.e., Seven Thousand Dollars . . . dif-

ferential between his salary as a principal and that as a teacher" without due process of law and in violation of Article 77. Mr. Hayes does not, of course, claim that he has performed the services of a principal and has now been denied part of the salary due him. He contends that he has a property interest in the position of principal as such and that he may not be removed from it without a hearing. He reads the State's teacher tenure law, Article 77, Section 114, as requiring "a hearing with minimum due process safeguards" in any case in which "any substantially adverse action is taken against a public school employee."

We do not find such language in the law, nor do we believe that the General Assembly intended such a result. What the tenure law provides is that a professional employee of the school system may be suspended or dismissed for any one of five specifically stated causes and that such employee must be granted a hearing before such suspension or dismissal. The suspension or dismissal to which the law relates is suspension or dismissal from *all* professional services, not the termination of one type of professional service while an opportunity is offered to continue in another professional capacity.

We must note further that if Mr. Hayes' reading of the tenure law were correct, he would not only be entitled to a hearing, but he could be transferred from his position of principal only "for immorality, misconduct in office, insubordination, incompetency, or wilful neglect of duty." We do not believe the General Assembly has placed such a serious limitation on administrators who wish to effect personnel transfers for the good of the public service being rendered to the State's children. Principals, it has often been noted, may be the most important persons serving in a school system. Their leadership can set the tone for a school, heavily influencing the quality of the work done by the classroom teachers. We find no suggestion in the tenure law that the General Assembly intended to prevent a Superintendent from transferring a principal to another professional position simply because the principal did not quite measure up in his leadership position, without having to brand him "incompetent."

No Maryland cases have been cited in the memoranda of the parties which focus on the question just discussed, nor have we discovered any. We do take notice, however, of the fact that the interpretation that the tenure law grants to certificated employees only tenure as teachers and not in any more elevated position has long been assumed and applied by Maryland public school administrators.

Mr. Hayes, in urging his interpretation of the tenure law upon us, cites us to *Foor v. Torrington Co.*, 170 F. 2d 487 (7th Cir., 1948), and *Blair v. Mayo*, 450 S.W. 2d 582 (Tenn., 1970). *Foor*, in which the court observed that "a demotion is the equivalent of a discharge," involved the claim of a returning war veteran to compensation at the

rate paid for the job which he had held before being inducted into the military service and not the rate paid for a lesser job. However, the court was offering this observation in a case in which the plaintiff asserted rights under a provision in the Selective Service Act which required employers of persons who left a position to enter the military service to "restore such person to such position or to a position of like seniority, status, and pay . . ." *Foor v. Torrington Co.*, at 489, fn. 1.

In *Blair v. Mayo*, the facts do more closely resemble the facts in the case before us. The principal and assistant principal of a high school had been transferred to teacher positions without any statement of reasons or hearing. The two school administrators then brought suit against the Superintendent of Schools and the County Board of Education, alleging that the transfers were arbitrary and capricious and stemmed from personal malice. After a full hearing of the case, the trial court ordered the plaintiffs reinstated in their previous positions and enjoined the local board from suspending them without a hearing as provided in the tenure law. The Supreme Court of Tennessee affirmed.

The result in *Blair v. Mayo* is clearly tied to the peculiar facts of the case. What was shown at the trial was that a student had been suspended from the high school in which the two plaintiffs served, respectively, as principal and vice principal, that the student's father, a prominent figure in the community, had started a campaign against these two administrators and had made numerous contacts with board members, and that the board's action in demoting the principal and vice principal had been objected to by the superintendent. The courts were obviously satisfied that undue influence had been exerted on the board to obtain the demotions.

We are not faced with similar allegations in this case. If we had been and had found them to be valid, we would not have concluded that the tenure law had been violated, as the Supreme Court of Tennessee did, 450 S.W. 2d, at 586, but would have ordered corrective action under our Board visitatorial powers. See *Wiley v. Board of County School Commissioners*, 51 Md. 401 (1879), *Wilson v. Board of Education*, 234 Md. 561 (1964), *Goldberg v. Kelly*, 397 U.S. 254 (1970) and *Board of Regents v. Roth*, 408 U.S. 564 (1972) which are cited by Mr. Hayes in support of his contentions but are in our view entirely inapposite.

Our interpretation of the Maryland teacher tenure law is the same as that which has been reached by the courts as to the California teacher tenure law, *Hentschke v. Sink*, 34 Cal. App. 3d 19, 109 Cal. Rptr. 549 (1973),[1] the Colorado teacher tenure law, *Wheeler v. School District No. 20, in County of El Paso, Colo.*, 535 P. 2d 206 (1975),[2] and the Illinois teacher tenure law, *Lane v. Board of Educatio*[illegible] 38

Ill. App. 3d 742, 348 N.E. 2d 470 (1976).[3] That a hearing under the due process clause of the Fourteenth Amendment is not required in the case of a "routine transfer [from a principal's position] in the interest of administrative efficiency" was decided in *Coe v. Bogart*, 519 F. 2d 10 (6 Cir., 1975).

Mr. Hayes also contends that he has the right to appeal to the County Board under Article 77, Section 59 and also that he has a right to a decision on this controversy and dispute under Article 77, Sections 6(d) and 59, suggesting that he has here been deprived of these statutory rights.

In this case the County Superintendent merely made a recommendation to the local board and it was the board that took the action. The second sentence of Section 59, providing for appeals of a county superintendent's decision to the county board thus simply does not come into play.

As for the statutory right to appeal to the State Board and have the controversy decided by it, Article 77, Section 59, third sentence, and Section 6(d), that right has here been honored. It would clearly be to the detriment of both Mr. Hayes and the Carroll County Board if a full-blown hearing were scheduled, only to have the State Board decide the matter on the issues which were brought into focus by the initial pleadings. It is on these pleadings and the further uncontroverted allegations in the memoranda that this Board, having reconsidered the case, hereby reaffirms its previous decision to dismiss this appeal.

FINDINGS OF FACT

1. Arnold L. Hayes, holding tenured status under Article 77, Section 114, was paid a principal's salary during the school year 1976–77 and the years immediately prior thereto.
2. On April 6, 1977, the Carroll County Board of Education accepted the recommendation of the County Superintendent of Schools that Mr. Hayes serve and be paid as a teacher during the school year 1977–78.
3. The Board's action of April 6, 1977 was taken without granting Mr. Hayes a hearing.

CONCLUSIONS OF LAW

1. A person having tenure rights under Article 77, Section 114 and serving as a principal has tenure rights in professional employment by a school system, but not in the principal's position.
2. A local Board of Education may transfer a tenured person from the position of principal to the position of teacher without a hearing and without having to demonstrate good cause if such transfer is made in the interest of good administration.

Richard Schifter, *President*
William G. Sykes, *Vice President*
Lawrence A. Miller, William M. Goldsborough
Joanne T. Goldsmith, Mary Elizabeth Ellis
Charles E. Thompson, Albertine Thomas Lancaster
G. George Asaki

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[1] We think it clear that, as opposed to classroom teachers, an administrator attains no tenure in his status as such. He serves as an administrator at the pleasure of the appointing power. Nothing in the statutes above quoted limits the authority of the appointing power to remove an administrator for any reason satisfactory to that appointing power; nothing in the statutes entitles an administrator, so removed, to any hearing, other than the requirement that, on request, he be furnished with a statement of the reasons for his reassignment to a different status.

The distinction is not without reason. Certification as a classroom teacher and permanent status as such come after proof of teaching capacity; that status does not call for day-to-day cooperation in a wide variety of administrative decisions, often dealing with novel situations. But a second or third level administrator bears to his superiors a relationship of the most intimate nature, requiring complete trust by the top administrators in the judgment and cooperative nature of the subordinate. The loss of that trust is not a matter susceptible of proof such as is involved in the cases where a classroom teacher is dismissed or demoted for objective acts of misconduct. To introduce into the administrative structure the elements of discharge for "cause" and of formal hearing would be to make effective school administration impossible. The statutes do not require that.

[2] The school board here did not base the reassignment of the petitioner on grounds which would injure his good name, reputation, honor or integrity, and thus amount to a

(Continued)

(Continued)

deprivation of liberty. That the petitioner's performance as principal was deemed unsatisfactory by the board does not in itself so injure petitioner's good name, reputation, honor or integrity as to amount to an interest in liberty. *Board of Regents v. Roth, supra*, clearly indicates that this type of injury is inflicted only by charges in the nature of dishonesty or immorality.

[3] [A] principal does not acquire tenure as a *principal* under Section 24-11, but does acquire tenure as a *certified employee*. As provided by statute, under such circumstances a principal may be reassigned without notice and a hearing to a teacher position at a reduced salary " 'based upon some reasonable classification,' provided the action is bona fide and not 'in the nature of chicanery or subterfuge designed to subvert the provisions of the Teacher Tenure Law.' " . . . Plaintiff thus has no statutory claim to a property right in continued employment as a principal.

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Statement by the National Association of State Directors of Teacher Education and Certification

Teacher education institutions in Maryland receive approval of their teacher education programs through the process of evaluation conducted by the Maryland State Department of Education. Standards which are applied to these programs have been developed by the National Association of State Directors of Teacher Education and Certification, commonly referred to as NASDTEC Standards. In addition, institutions of higher education, on a voluntary basis, may submit their programs for evaluation by the National Council for the Accreditation of Teacher Education (NCATE). To date, six institutions with teacher preparation components have been evaluated in Maryland by NCATE and have received approval, whereas all twenty-one teacher preparation institutions in the State have been reviewed by the Teacher Education Branch of the Maryland State Department of Education.

The NCATE Standards address the general or total aspects of teacher education programs while the NASDTEC Standards more specifically speak to each individual teaching program, i.e., early childhood, elementary, and secondary programs in all curriculum areas. The American Association of Colleges for Teacher Education (AACTE) provides suggested standards for all college programs including teacher education and these are considered and included by both NASDTEC and NCATE in their Standards. The AACTE published guidelines in 1980 for incorporating a multicultural perspective in teacher education.

The significant aspect for values education is the statement that "designers of multicultural teacher education programs must incorporate concepts that describe relationships and interactions among individuals and groups." Generally, humanistic and behavioral studies are part of the professional component of the standards developed by the accrediting organizations.

Program standards of NASDTEC include statements for both general and professional education. The general standards promote the study of historical and cultural values, stating that "general education is not defined by subject matter alone, but rather by an attitude toward the world which emphasizes intelligent functioning as a human being." Under professional education, Standard I of the NASDTEC Standards states:

> STANDARD I--The program shall require experiences to develop knowledge, skills and attitudes in the prospective teacher

which will enhance pupil self-esteem and confidence and promote constructive interaction among people of differing economic, social, racial, ethnic, and religious backgrounds.

These program standards are broad in nature, thus permitting teacher education institutions the freedom to address the needs of prospective teachers as well as those of the local school populations. The standard provides a sound theoretical base; however, their implementation appears to have created a gap between understanding theory and actual classroom practice. For example, teacher education institutions can, and some do, identify those skills teachers need to "enhance pupil self-esteem and confidence and promote constructive interaction among people of differing economic, social, racial, ethnic, and religious backgrounds." However, the dilemma in implementation arises in trying to find the time and the place in teacher education four-year programs to fulfill all of the present demands and requirements placed upon prospective teachers.

The particular skills needed for an effective pre-service program in citizenship and character education can be, and often are, addressed in specific courses and even integrated throughout the teacher education curriculum. However, the priority of requirements in the present structure of the institutions precludes specific and indepth study of "affective" education, i.e., human relations, group dynamics, values education, problem solving, goal setting, and interpersonal skills. Thus, courses in these areas are required only of counselor educators and are available only on an elective basis for <u>all other</u> teacher training programs.

Rationale for Inservice Education for Teachers in Values Education

Data collected from local superintendents, the State Board of Education, and a sampling of universities reveal that a well conceived foundation already exists for the development and implementation of a comprehensive inservice program in values education for teachers. The first and most important cornerstone in this foundation is a commitment to the necessity for the worth of inservice education. This commitment is evidenced most recently by the State Superintendent and the State Board of Education action to establish a Commission on Quality Education. It addresses inservice education as one of a number of considerations affecting quality education. Also, local superintendents and university officials spoke with conviction about their inservice programs and continuing efforts to make them more adequate.

An on-going inservice education program operating in every school district in the State is the second cornerstone in the foundation. The scope and nature of these inservice programs vary, generally in relation to the size and wealth of the school district, from large comprehensive programs with over 200 offerings to small programs consisting of workshops and one-to-one conferences conducted by principals and supervisors. These on-going inservice programs contain many elements that are basic to building inservice opportunities in values education. For example, it is good practice to include principals, teachers, and parents in planning inservice programs. Frequently, master teachers are used as trainers or resource persons in the inservice offerings for other teachers. Also, the merits of school-based inservice are widely recognized across the State.

Some school districts have forged productive partnerships with universities so that the training needs of a school district are built into university offerings and in turn the expertise available at the university is utilized by school districts. This kind of partnership may be beneficial to the university, the district, and the individual teacher.

Staff personnel responsible for planning, implementing, and evaluating inservice programs need to be sure that the existing inservice courses provide for the acquisition of skills by teachers in the field of citizenship and values education. Where no such programs or segments of courses exist, they need to be planned and provided.

Inservice programs should provide a foundation for better teacher preparation in values education in a broad range of offerings which are basic to all good teaching. For example, inservice offerings in teaching

literature or social studies should include the teaching of values as one element of the program.

The content of inservice courses for citizenship and values education should help teachers become more knowledgeable and skilled in establishing student objectives, in assessing pupil progress, in managing discussion, and in questioning techniques and in the inquiry training. These strategies will better prepare teachers to deal with character and citizenship instructions.

*Summary of Policies & Practices Regarding Use, Possession and/or Distribution of Drugs, Including Alcohol

Local Education Agency	Policy Statement Addressed Expressly to Students	Mandatory Suspension for Possession and/or Use	Mandatory Suspension for Distribution	Expulsion Under What Conditions	Lighter Sanctions for Fewer Frequencies	Lighter Sanctions for Offenses Involving Alcohol	Special Conditions for Reinstatement
Allegany	unclear	yes	yes	Recommended for Third Offense	yes	unclear	none
Anne Arundel	yes	yes	yes	For any offense if parents of student are uncooperative, and for second distribution offense	yes	no	Parent participation in school conference
Baltimore City	unclear	no	yes	Recommended for distribution offense	unclear	unclear	none
Baltimore County	yes	yes	yes	For any first offense	no	no	none
Calvert	yes	yes	yes	For any second offense and/or for any distribution offense	yes	no	Mandatory county drug counseling for parents and child
Caroline	unclear	yes	yes	Any drug offense, and/or any second offense with alcohol		yes	Parent participation in school conference
Carroll	unclear	yes	yes	Recommended for any third offense	yes	unclear	none
Cecil	unclear	yes	yes	unclear	unclear	unclear	none
Charles	unclear	no	no	unclear	unclear	unclear	no
Dorchester	unclear	no	yes	Recommended for fourth drug-related suspension and/or for any distribution offense	yes	unclear	no
Frederick	unclear	no	yes	unclear	unclear	unclear	no
Garrett	yes	yes	yes	For second offense	yes	no	Student required to name source
Harford	yes	yes	yes	For second offense	yes	no	no
Howard	unclear	yes	yes	Recommended for third offense	yes	no	Five off-campus counseling sessions for students in lieu of suspension
Kent	unclear	unclear	unclear	unclear	unclear	unclear	unclear
Montgomery	unclear	yes	yes	unclear	unclear	unclear	unclear
Prince George's	yes	yes	yes	Second distribution offense	yes	yes	Parent participation in school conference
Queen Anne's	yes	yes	yes	Recommended for all offense	no	no	Mandatory drug education counseling for parent(s) and child
St. Mary's	unclear	yes	yes	Mandatory for 3rd offense, may be recommended for earlier offenses	possibly	no	none
Somerset	unclear	no	no	Possible for any offense, but not mandatory	no	no	none
Talbot	yes	yes	yes	Possible for any offense, but not mandatory	no	unclear	none
Washington	unclear	no	no	unclear	unclear	no	none
Wicomico	yes	yes	yes	Third offense	yes	no	Five hours night school counseling for student
Worcester	yes	yes	yes	Mandatory Recommendation for distribution	yes	no	Parent, child completion of 10-hour rehabilitation program and parent participation in alcohol conference

*Summary is based upon a comprehensive review of policy statements and supporting documents submitted by each local education agency during December, 1981 and/or January, 1982. It is possible that the actual policies and practices of some L.E.A.'s are more comprehensive and consistent than are their current written descriptions of same.

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OVERVIEW OF TYPOLOGY OF VALUES EDUCATION APPROACHES

APPROACHES	PURPOSES	METHODS	EXAMPLES OF MATERIALS TITLE	DEVELOPERS
Inculcation	To instill or internalize certain values in students To change the values of students so they more nearly reflect certain desired values	modeling; positive and negative reinforcement mocking; nagging; manipulating alternatives; providing incomplete or biased data; games and simulations; role playing, discovery learning	Human Values Series	Blanchette et.al. (1970)
			Coronado Plan; Teacher's Guides	Bensley (1974)
Moral Development	To help students develop more complex moral reasoning patterns based on a higher set of values To urge students to discuss the reasons for their value choices and positions, not merely to share with others, but to foster change in the stages of reasoning of students	moral dilemma episodes with small-group discussion relatively structured and argumentative	First Things: Values	Kohlberg and Selman (1970)
			"Teaching Strategies for Moral Dilemmas"	Galbraith and Jones (1975)
Analysis	To help students use logical thinking and scientific investigation to decide value issues and questions. To help students use rational analytical processes in interrelating and conceptualizing their values.	structured rational discussion that demands application of reasons as well as evidence; testing principles; analyzing analogous cases; debate; research	Public Issues Series	Oliver and Newmann (1967-72)
			Analysis of Public Issues Program	Shaver and Larking (1973)
			Values Education	Metcalf (1971)
Clarification	To help students become aware of and identify their own values and those of others To help students communicate openly and honestly with others about their values To help students use both rational thinking and emotional awareness to examine their personal feelings, values, and behavior patterns.	role-playing games; simulations; contrived or real value-laden situations; in-depth self-analysis exercises; sensitivity activities; out-of-class activities; small group discussion	Decisions and Outcomes	Celatt, et.al. (1973
			Values and Teaching	Raths, et.al. (1966)
			Values Clarification	Simon, et.al. (1972)
			Values in Action	Shaftel and Shaftel (1970)
			Scholastic Contact Series	Goodykoontz (1968-74
			A Probe into Values	Church (1973)
Action Learning	Those purposes listed for analysis and clarification To provide students with opportunities for personal and social action based on their values To encourage students to view themselves as personal-social interactive beings, not fully autonomous, but members of a community or social system	the methods listed for analysis and clarification as well as action projects within the school and community and skill practice in group organizing and interpersonal relations	Finding Community Social Action	Jones (1971) Newmann (1972)

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I. VALUES EDUCATION PROGRAMS

A. CABLES (Community Based Learning and Services)

Dr. Janice Earle
Maryland State Department of Education
200 West Baltimore Street
Baltimore, Maryland 21201

B. Citizenship Education Project

Center for Citizenship Education
1100 17th Street, N.W., Suite 1000
Washington, D.C. 20036

C. Community Involvement for Responsible Citizenship

Allegheny Intermediate Unit
2 Allegheny Center - Suite 1300
Pittsburgh, Pennsylvania 15212

D. QUEST: Helping Students Learn Caring and Responsibility

2703 North Main
Findkay, Ohio 45840

E. Moral Values Education: Canadian Public Schools Project
• Reflecting on Values 1 - 6

Dr. John Meyer
Faculty of Education
University of Windsor
Windsor, Canada

F. That's Not Fair. Helping Children Make Moral Decisions

by Larry C. Jensen
Brigham Young University Press
Provo, Utah 84602

G. Skills in Citizen Action: An English Social Studies Program for Secondary Schools

Dr. Fred Newmann
University of Wisconsin
Madison, Wisconsin 53706

H. The Nature of Good and Evil

Utica Public Schools
Utica, New York

I. Channel One

P.O. Box 8, Lanesville Station
Gloucester, Massachusetts 01930

J. Developing Moral Values

Gilman School
5407 Roland Avenue
Baltimore, Maryland
and
Union College
Character Research Project
207 State Street
Schenectady, New York 12305

K. Guide for Teaching Ethics and Moral Values in Alabama Schools

Alabama State Department of Education
State Office Building
Montgomery, Alabama 36130

L. Patterns of Health for Living

Harris County Department of Education
6515 Irvington
Houston, Texas 77022

M. Ethical Morals in the Classroom

Portland Public Schools
Portland, Oregon 97208

N. Ethics Education in the Salt Lake City School District

Salt Lake City Schools
440 East 1st South
Salt Lake City, Utah 84111

O. Character Education Cutticulum

Thomas Jefferson Research Center
1143 North Lake Avenue
Pasadena, California 91104

P. Ethics and Morality

Oregon Department of Education
Salem, Oregon 97308

Q. Self-Science: The Subject is Me

Goodyear Publishing Company
Santa Monica, California 90406

R. Constructing a Lite Philosophy

Greenhaven Press
577 Shoreview Park Road
St. Paul, Minnesota 55112

S. Creative Conflict

Scotia Glenville School District
Scotia, New York 12302
and
Union College Character Research Project
207 State Street
Schenectady, New York 12305

T. Ethics

By Warren Shibles
The Language Press
P.O. Box 342
Whitewater, Wisconsin 53190

U. The Teaching of Values

Los Angeles Unified School District
Los Angeles, California 90052

V. Council for Research and Values and Philosophy

Dr. Frederick Ellrod
Professor of Philosophy
Catholic University of America
Washington, D.C. 20064

II. RESEARCH AND EVALUATION IN VALUES EDUCATION

A. Program Evaluation in Moral Education (1981)

Educational Testing Service
Princeton, New Jersey 08541

B. Research Studies Reporting Experimental Effects in the Moral/Ethical/Values Domain. An Annotated Bibliography (1977)

Research for Better Schools
1700 Market Street
Philadelphia, Pennsylvania 19103

C. Moral Development in Children: An Abstract Bibliography (1976)

Publications Office I.C.B.D.
College of Education
University of Illinois 61801

D. Values Education Source Book Conceptual Approaches, Materials Analyses, And a Annotated Bibliography

Social Science Educational Consortium
855 Broadway
Boulder, Colorado 80302